



Evaluation of the
Access to Documentary Heritage Program
2011–2012 to 2015–2016

Evaluation Function
Corporate Planning and Accountability

December 2017



Library and Archives
Canada

Bibliothèque et Archives
Canada

Canada

Catalogue No.: SB4-49/2017E-PDF

ISBN 978-0-660-20427-7 – Evaluation of the Access to Documentary Heritage Program, 2011-2012 to 2015-2016 (Library and Archives Canada)

Aussi disponible en français sous le titre : *Évaluation du Programme d'accès au patrimoine documentaire, de 2011-2012 à 2015-2016 (Bibliothèque et Archives Canada)*

Contents

SUMMARY	5
EVALUATION RESULTS	6
1 INTRODUCTION	8
1.1 OBJECTIVES OF THE EVALUATION	8
2 PROFILES OF LIBRARY AND ARCHIVES CANADA AND OF THE ACCESS PROGRAM	8
2.1 BRIEF DESCRIPTION OF LIBRARY AND ARCHIVES CANADA (LAC)	8
2.2 ACCESS TO DOCUMENTARY HERITAGE PROGRAM	9
2.3 LAC PROGRAM PRIORITIES FOR 2011–12 TO 2015–16	10
2.4 PROGRAM GOVERNANCE	10
2.5 PARTNERSHIPS	11
3 METHODOLOGY	11
3.1 EVALUATION PERIOD	11
3.2 EVALUATION QUESTIONS	11
3.3 EVALUATION METHODS	11
3.4 LIMITATIONS OF THE EVALUATION	12
3.5 CODING OF FINDINGS	13
4 FINDINGS – RELEVANCE	13
4.1 PROGRAM RELEVANCE	13
4.2 ALIGNMENT WITH LAC AND GOVERNMENT OF CANADA PRIORITIES	15
4.3 ROLES AND RESPONSIBILITIES OF VARIOUS BRANCHES/DIVISIONS INVOLVED	16
5 FINDINGS - PERFORMANCE	17
5.1 PERFORMANCE MEASUREMENT STRATEGY	17
5.2 SHORT- AND MEDIUM-TERM OUTCOMES	20
5.2.1 <i>Description and contextualization of documentary heritage</i>	21
5.2.2 <i>Services</i>	26
5.2.3 <i>Barriers to access</i>	33
5.2.4 <i>Client satisfaction</i>	34
5.3 EFFICIENCY: USE OF RESOURCES	34
6 OTHER OBSERVATIONS	36
6.1 LAC PARTNERSHIPS	36
6.2 EXHIBITIONS AND SOCIAL MEDIA	36
7 CONCLUSIONS AND RECOMMENDATIONS	37
7.1 CONCLUSIONS	37
7.2 RECOMMENDATIONS	38
APPENDIX A: MANAGEMENT RESPONSE TO ACTION PLAN	39
APPENDIX B: CASE STUDY #1: ACCESS TO PUBLIC ACCOUNTS OF CANADA	42
APPENDIX C: CASE STUDY #2: ACCESS TO RECORDS ON THE GROUND-BREAKING CEREMONY FOR THE ST. LAWRENCE SEAWAY ON JUNE 25, 1959	47
APPENDIX D: CASE STUDY #3: ACCESS TO THE BURTON CUMMINGS FONDS	54
APPENDIX E: LOGIC MODEL, ACCESS TO DOCUMENTARY HERITAGE PROGRAM	58

<u>APPENDIX F: LAC PRIORITY ACTIVITIES IN REPORTS ON PLANS AND PRIORITIES (RPPS)</u>	59
<u>APPENDIX G: PERFORMANCE MEASUREMENT STRATEGY</u>	62
<u>APPENDIX H: EVALUATION QUESTIONS</u>	65
<u>APPENDIX I: LIST OF ACRONYMS AND ABBREVIATIONS</u>	66
<u>APPENDIX J: BIBLIOGRAPHY</u>	67

SUMMARY

Introduction

This report presents the findings, conclusions and recommendations stemming from the evaluation of Library and Archives Canada (LAC)'s Access to Documentary Heritage Program. The evaluation was conducted by the Program Evaluation Division of the Corporate Planning and Accountability Directorate in accordance with the directives of the federal government's Policy on Evaluation. Its main objective was to examine the program's relevance and performance. The evaluation covered a five-year period, from 2011–12 to 2015–16.

Program profile

The purpose of the Access to Documentary Heritage Program is to promote awareness of Canadian documentary resources and to make them readily available to Canadians and to anyone with an interest in Canada, its society or its history. The program had a budget of \$25.7 million and 311 full-time equivalents (FTEs) in 2015-16. The program consists of two main areas of activity. The first entails the description and contextualization of our documentary heritage. This process includes activities through which our continuing memory is digitized, described, organized, structured, inventoried and interconnected to facilitate access and meet client needs and expectations. The second consists of reference, information, consultation, reprography and research services for a diverse range of clients.

Methodology

To complete this evaluation, a review of administrative and financial documents, performance statistics and other internal program documents was completed. Interviews were conducted with managers and employees involved in the management and delivery of the program. Three case studies were carried out to illustrate certain aspects of the program and to answer specific evaluation questions. Finally, the results of an internal review¹ and an external survey² were also added to the data analysis. This methodology is consistent with the mandate with regard to the evaluation of the Access to Documentary Heritage Program, as approved by LAC's Departmental Program Evaluation Committee (DPEC).³

¹ Review of access methods, Monitoring and Audit Liaison Directorate, April 2016.

² Nanos survey published in December 2015. The survey was conducted between November 10 and December 16, 2015.

³ Administrative approval of the mandate for the evaluation of the Access to Documentary Heritage program, March 2, 2016.

EVALUATION RESULTS

Relevance

The information from the documentary review and interviews indicated that the program is still relevant and remains a core pillar of LAC's mandate. Moreover, the program plays an active part in LAC's and the Government of Canada's priorities. Managers recognize the need to adapt to the evolving needs of clients.

Performance

The evaluation indicated that a number of Access Program activities are working well. However, an effort should continue to be made to improve access to the LAC collection.

While a number of indicators are useful, others need to be revised to ensure that they adequately measure expected results and outputs and that they meet the need for performance-related information. Because of a lack of ongoing data, there has not been a solid analysis of the performance of certain program activities or their progress towards the attainment of expected results.

The results show that, over the past five years, reference services and services provided under the *Access to Information Act* have worked very well and have produced convincing results. Moreover, through block review, LAC has demonstrated progress with regard to the availability of government records. Partnerships with Canadiana and Ancestry have also facilitated access to our documentary heritage through the digitization and indexing of LAC documents.

While some activities have made good progress towards the attainment of medium-term results, others are moving more slowly. For example, second-level description, which makes items in the collection easier to find, has been neglected due to a lack of resources and conflicting priorities within the institution. Because such activities have not been prioritized, second-level descriptions have not always been created for archival holdings and rarely for government archives. Digital reprography of LAC documents has been implemented and has improved service, but after such documents have been digitized they are rarely available online. In addition, finding aids that facilitate the discovery of documents are not standardized and are mostly in paper format, and few are available online. Therefore, they are not accessible to clients who live outside the national capital. Finally, improving navigation and search tools on the website would facilitate access to LAC collections by enabling clients to find what they are looking for on their own.

Resource allocation

LAC's financial resources declined significantly between 2011–12 and 2015–16 (from \$112 million to \$91 million), largely because of the federal government's Deficit Reduction Action Plan. The Access Program's financial resources also declined significantly from 2011–12 to 2015–16, from \$36.8 million in

2011–12 to \$25.7 million in 2015–16: a decrease of \$11 million. At the same time, the Access Program’s human resources, which consisted of 376 FTES in 2011–12, fell to 311 in 2015–16, a decrease of 65 FTEs.

Conclusion

Despite a significant drop in resources during the period under review, a number of good practices were successfully implemented to improve client service, such as the front-line client approach implemented by Reference Services, services offered under the *Access to Information Act*, block review of government records, and partnerships intended to facilitate digitization and indexing of the collection. However, coordination of priorities, better descriptions, online access to search tools and better navigation and search tools on the website would make it easier for the public to use LAC’s available documentary heritage and foster public engagement. An effort should also be made to digitize finding aids in order to make items in the LAC collection easier to find online. Finally, some indicators need to be revised to ensure they adequately measure outputs and expected results and meet ongoing needs for performance-related information.

Recommendations

The following four recommendations are being made in response to the findings from the evaluation of the Access to Documentary Heritage Program:

Recommendation 1: Better coordination of activities and prioritization of tasks among branches is needed to clarify the governance of the Access Program and the role of staff involved, regardless of the shape the program takes in the future.

Recommendation 2: Program managers should undertake a review of output and outcome indicators to ensure that they are collected on an ongoing basis, that the indicators identified are useful in decision making, and that data collection is possible and practical so the program’s progress and outcomes can be measured.

Recommendation 3: Efforts should be made to complete the digitization of finding aids.

Recommendation 4: To facilitate access to the collection on its website, LAC should improve the search tools found there as well as navigation.

1 Introduction

The report presents the results, findings and recommendations for the evaluation of Library and Archives Canada (LAC)'s Access to Documentary Heritage Program. This evaluation was carried out between January and December 2016 and meets the requirements of the Treasury Board Secretariat (TBS)'s 2009 Policy on Evaluation.⁴

1.1 Objectives of the evaluation

The main objective of this evaluation was to review the relevance and the performance of the Access to Documentary Heritage Program. The evaluation was also intended to assess the following:

- how easy it is to navigate through LAC's reference services;
- the effectiveness of services provided to clients under the *Access to Information Act*; and
- findability of the LAC collection.

2 Profiles of Library and Archives Canada and of the Access Program

2.1 Brief description of Library and Archives Canada (LAC)

Library and Archives Canada is a federal institution tasked with acquiring and preserving Canada's documentary heritage and making it accessible. The Dominion Archives, founded in 1872 as a division of the Department of Agriculture, was transformed into the stand-alone Public Archives of Canada in 1912. In 1987, the organization was renamed the National Archives of Canada. LAC was created in 2004 when the functions of the National Archives of Canada were combined with those of the National Library of Canada (founded in 1953). The *Library and Archives of Canada Act*⁵ ("the Act") came into force in 2004. It sets out the mandate of the institution responsible for:

- preserving the documentary heritage of Canada for the benefit of present and future generations;
- being a source of enduring knowledge accessible to all, contributing to the cultural, social and economic advancement of Canada as a free and democratic society;
- facilitating in Canada cooperation among the communities involved in the acquisition, preservation and diffusion of knowledge; and
- serving as the continuing memory of the government of Canada and its institutions.

⁴ It should be noted that the Treasury Board Secretariat has implemented a new Policy on Results, which came into effect on July 1, 2016. Federal departments will have until November 2017 to fully implement it.

⁵ *Library and Archives of Canada Act*, S.C. 2004, c. 11, current to January 17, 2017, last amended on February 26, 2015, published by the Minister of Justice at <http://lois-laws.justice.gc.ca>.

2.2 Access to Documentary Heritage Program

The purpose of the Access to Documentary Heritage Program is to promote Canadian documentary resources and to make them readily available to Canadians. The program consists of two main areas of activity, as shown in the logic model presented in Appendix E. The first relates to organization of the collection, which includes description and contextualization of the documentary heritage. This process includes activities through which our continuing memory is described, organized, structured, inventoried and interconnected in order to facilitate access and meet clients’ needs and expectations.

The second area of activity consists of reference, information, consultation, reprography and research services for a diverse range of clients. The institution’s services can be obtained through multiple channels, including in person, by telephone, by mail or email and via the Internet.

The expected results for the program are as follows:

Immediate outcome:	Improved access to Canada’s documentary heritage
Intermediate outcome:	Improved use and engagement with Canada’s documentary heritage among the general public
Ultimate outcome:	Canada’s continuing memory is documented and accessible for current and future generations

As a memory institution, LAC must apply the standards and practices in effect in archival and library science environments in the context of the applicable federal legislation, policies and regulations, such as the following:

- [Library and Archives of Canada Act](#);
- [Privacy Act](#);
- [Access to Information Act](#);
- [Copyright Act](#); and
- [Official Languages Act](#).

In addition, the following LAC policies underpin its work:

- Access Policy Framework;
- Policy on Making Holdings Discoverable; and
- Policy on Making Holdings Available.

LAC's responsibilities with regard to access to our documentary heritage entail facilitating the identification and availability of and access to documentary resources in analog or digital format. Those resources include published and unpublished documents, textual records, maps, photos, audio and audio-visual documents, artifacts and stamps.

In Canada and around the world, governments endeavour to provide open access to their collections, including through the use of technology and open data projects. LAC wants to take advantage of the opportunities that are arising; in a rapidly evolving digital and networked environment. To that end, the institution must strategically select activities that will facilitate access to its analog and digital collections for its clients across Canada, including government agencies, private donors, universities, researchers, historians, students, librarians, archivists, genealogists and the general public.

To fulfill its responsibilities, LAC uses advanced technologies and also provides information on its collections through its website and social media. LAC provides access to its documentary resources by:

- making documentary resources available to the public in analog and digital format;
- providing on-site services at 395 Wellington Street in Ottawa and in Winnipeg, Halifax and Vancouver; and
- contributing to exhibitions that give the public an opportunity to discover LAC's collection at museums and cultural sites across Canada.

2.3 LAC program priorities for 2011–12 to 2015–16

LAC identified a number of priority activities in its Reports on Plans and Priorities (RPPs) for the Access to Documentary Heritage Program from 2011–12 to 2015–16. As can be seen in Appendix F, those priorities are wide ranging and are intended to improve the Access Program. As part of this evaluation, the various priorities were examined to determine whether these commitments were fulfilled through the program. The section of this report that discusses performance-related findings connects these priorities to the results achieved through the program.

2.4 Program governance

The Access Program is under the responsibility of the Public Services Branch, which falls within the purview of the Chief Operating Officer.

Under the Branch, there are three directorates whose mandates entail description, content distribution and reference services. A number of internal and external committees and working groups have also been established to foster information sharing and discussions on various issues.

The Public Services Branch is responsible for services delivered directly to the public, such as reference services, access to information and online content available through the website. The Branch is also responsible for regional service points, the Copyright Bureau and exhibitions.

During the evaluation period, description-related activities⁶ were allocated to a number of different branches, along with activities related to the LAC website.

⁶ It should be noted that in April 2016 LAC restructured its operations sector and divided description-related responsibilities among the Government Records, Private Archives and Published Heritage Branches.

The Public Services Branch was also responsible for online content made available through podcasts, Flickr and LAC blogs. The Communications Branch took care of social media (Facebook, Twitter, Pinterest, YouTube), while the Information Technology Office managed databases and dynamic pages on the website. Those activities are carried out in close collaboration with the Private Archives, Government Records, Published Heritage and Preservation Branches.

2.5 Partnerships

The program has established partnerships with entities such as Canadiana and Ancestry in recent years to facilitate the digitization and indexing of a portion of LAC's collection. This evaluation does not provide an in-depth analysis of the agreements that bind LAC and these two partners. However, a number of observations are made in section 6.1, which deals with LAC partnerships, regarding these two partners given that a question in the evaluation interview focused on LAC partners.

3 Methodology

3.1 Evaluation period

The evaluation of the Access to Documentary Heritage Program covered the five-year period from April 2011 to March 2016.

3.2 Evaluation questions

The evaluation questions pertained to the program's relevance and performance, including its effectiveness and efficiency. Specifically, the following questions were asked:

- Is the program still relevant, and does it continue to meet the evolving needs of clients?
- Are the program's priorities aligned with those of LAC and the Government of Canada?
- Are the roles and responsibilities of the Access Program clearly defined and understood?
- Has the performance measurement strategy been implemented? and
- Is the program making progress toward achieving its expected results?

Further details regarding the evaluation questions can be found in Appendix H.

3.3 Evaluation methods

A review of administrative and financial documents, performance-related statistics and other internal documents relating to the program was carried out. Interviews were conducted with managers and employees involved in the management and delivery of the program. A total of 29 interviews were conducted with employees of Public Services and other LAC branches. Three case studies were carried

out so that specific aspects of the Access Program could be evaluated. The case studies (Appendices B, C and D) cover the following topics:

- Case study #1: Access to the Public Accounts of Canada (concepts of discoverability, availability and access and how they apply to access to published heritage);
- Case study #2: Access to files on the ground-breaking ceremony for the St. Lawrence Seaway held on June 25, 1959 (access to government records); and
- Case study #3: Access to the Burton Cummings fonds (access to private archives).

The evaluators also considered the findings from the review of access methods⁷ conducted internally. The review highlights the 2014–15 financial data that is used to demonstrate the efficiency of the Access Program. A public opinion survey conducted by Nanos,⁸ which was published in December 2015,⁹ was also used.

The use of different survey methods and triangulation of the data helped corroborate the findings. This methodology is consistent with the mandate for the evaluation of the Access to Documentary Heritage Program, which was approved by LAC’s Departmental Program Evaluation Committee (DPEC) on March 2, 2016.¹⁰

Evaluation questions	Evaluation Method				
	Documentary Review	Interviews	Case Study	Nanos Survey	Review of Access Methods
Relevance	X	X	--	--	--
Outcomes	X	X	X	X	--
Efficiency	X	X	--	--	X

3.4 Limitations of the evaluation

1. Performance-related data needed to evaluate program results was limited, for both the performance measurement strategy and performance measurement itself. The evaluation team therefore used other data sources such as interviews, administrative documents and past audit results to mitigate this limitation and to better support its analysis.

⁷ Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC’s Collection, Summary of Results. Library and Archives Canada. April 21, 2016. Monitoring and Audit Liaison Directorate.

⁸ Nanos survey published in December 2015. The survey was conducted between November 10 and December 16, 2015.

⁹ A second survey of the same type was published by Nanos in September 2016. We did not use the results of that survey since it was published after March 2016, outside the period covered by our evaluation.

¹⁰ On November 25, 2016, the DPEC’s governance structure was amended to bring it in line with the federal government’s new Policy on Results. The committee is now called the Departmental Performance Measurement and Program Evaluation Committee (DPMPEC).

2. Because detailed financial data by activity was not available, a cost-benefit analysis was not conducted as part of this evaluation. To mitigate this limitation, the evaluation team used the results of the 2016 internal review of access methods, one of the aims of which was to determine the costs associated with the different methods of accessing the LAC collection.

3. The evaluation did not cover the following activities (although we did make a few references to social media since some of the participants raised this topic during the interviews):

- Activities intended to promote visibility (Facebook, Twitter, Flickr, YouTube, blogs, podcasts);
- TD Reading Club;
- Portrait Gallery; and
- Documentary Heritage Communities Program.

3.5 Coding of findings

The evaluation findings were categorized by colour to highlight improvements requiring special attention:

- **Green** – no improvement needed;
- **Yellow** – some improvements would be needed; and,
- **Red** – improvements needed / recommendations.

4 Findings – Relevance

4.1 Program relevance

Finding 1: The Access to Documentary Heritage Program is still relevant and remains a core pillar of LAC's mandate.

The legal basis for the program is clearly set out in Parts 7 and 8 of the *Library and Archives of Canada Act* (2004). In addition, information from the documentary review and the interviews shows that the program is still relevant and remains a core pillar of LAC's mandate. Access Program activities are part of the institution's six priorities as identified in the 2011–12 to 2015–16 RPPs. The program's relevance is also demonstrated in LAC's business plans and annual reports.

Upon his arrival in 2014, the Librarian and Archivist of Canada identified four commitments that subsequently became LAC's priorities. Of those commitments, three relate to the Access to Documentary Heritage Program:

- LAC is an institution dedicated to serving its clients, all its clients: government institutions, donors, universities, researchers, archivists, librarians, students, genealogists and the general public.
- LAC is at the leading edge of new technologies and delivers quality services to Canadians, disseminating a maximum amount of content using digital technologies.
- LAC is an institution with greater public visibility, highlighting the value on its collections and services.

The Access Program is continually improving its services in order to satisfy its clients and meet their ever-changing needs. Therefore, an effort is being made to ensure that Canadians outside the National Capital Region have better access to services. To that end, the program is continuing to increase digital content and works collaboratively with partners (including Canadiana and Ancestry) to draw from the strengths and capacities of each.

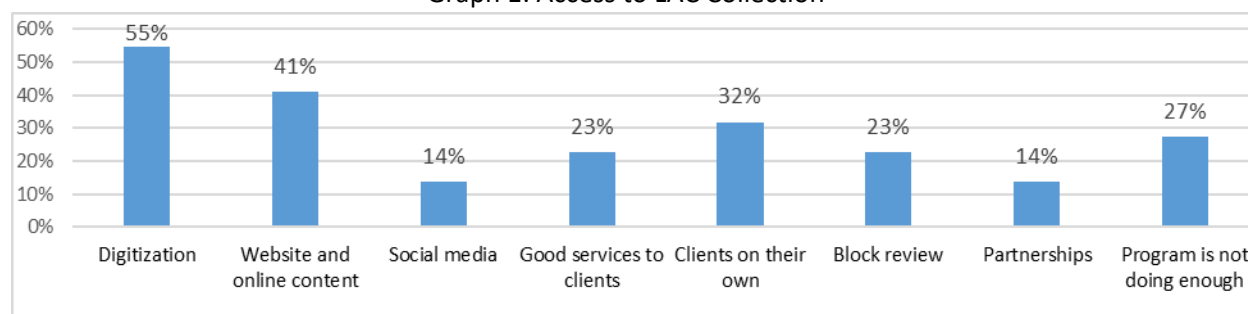
In its 2013–16 business plan, LAC undertakes to meet the current and future needs of Canadians by:

- implementing a digital-by-default approach to consulting suitable content in the LAC collection;
- systematically digitizing documents that are requested frequently;
- implementing enhanced reference services to better serve Canadians; and
- adopting a more collaborative approach to better meet the evolving needs of Canadians.

Interview participants were given the opportunity to provide their opinions (see graph below) on program activities that promote access to the collection. According to the results that were collected, 55% of respondents believed that digitization facilitates access to the LAC collection. Another 41% felt that the website and online content promote access, along with block review (23%). In addition, according to 23% of respondents, providing good service to clients helps them access the LAC collection. Finally, partnerships (14%) and social media (14%) promote access to LAC's collection. According to 32% of respondents, enabling clients to find what they need on their own also improves access to the collection.

However, for 27% of respondents, the program is not doing enough to facilitate access to its collection. Respondents suggested ways to help the program better meet the evolving needs of its clients. Among other things, they said that the institution should invest more in digitization rather than simply rely on partnerships in this area; develop better research tools; and improve descriptions.

Graph 1: Access to LAC Collection¹¹



Source: Interview participants, June to September 2016.

The information needs of Canadians are evolving, and the program is endeavouring to meet those needs. The institution recognizes that some aspects of its activities need to change in order to adapt to its clients' needs. The program aims to ensure that Canadians have more timely and convenient access to our documentary heritage. To that end, the program is working to promote access to its collection through a dynamic, interactive and user-friendly website. The program is also endeavouring to increase awareness of its collection among Canadians through the development of digital networks.

4.2 Alignment with LAC and Government of Canada priorities

Finding 2: The Access Program actively participates in the Government of Canada's priorities, in particular the federal *Open Government* and *Diversity is Canada's Strength* initiatives.

As shown in Section 4.1, the program is clearly aligned with LAC's priorities. It also contributes to the Government of Canada's priorities. In its December 2015 Speech from the Throne,¹² the federal government set out five priorities. The Access Program specifically contributes to two of those priorities: *Open and Transparent Government* and *Diversity is Canada's Strength*.

The Access Program is an active contributor to the federal Open Government initiative. It also provides access to its documents by responding to thousands of information requests annually (see table below).

Table 1: Number of Requests

Years	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
Number of requests	143,716	120,081	100,167	95,874	96,619

Source: Performance Measurement Strategy, Access to Documentary Heritage Program, 2011–12 to 2015–16.

The program has also undertaken block reviews of access conditions to improve access, and each year many government records become available for consultation by Canadians.

¹¹ The question asked was "During the last five years . . . , would you say that the Program improved the [sic] access to Canada's documentary heritage? Could you provide examples?"

¹² <https://www.canada.ca/en/privy-council/campaigns/speech-throne>.

The program supports and promotes the diversity and importance of Canada’s indigenous communities. It was called upon to play a large role in supporting the Truth and Reconciliation Commission on residential schools by providing archival documents that were used in the Commission’s investigation.

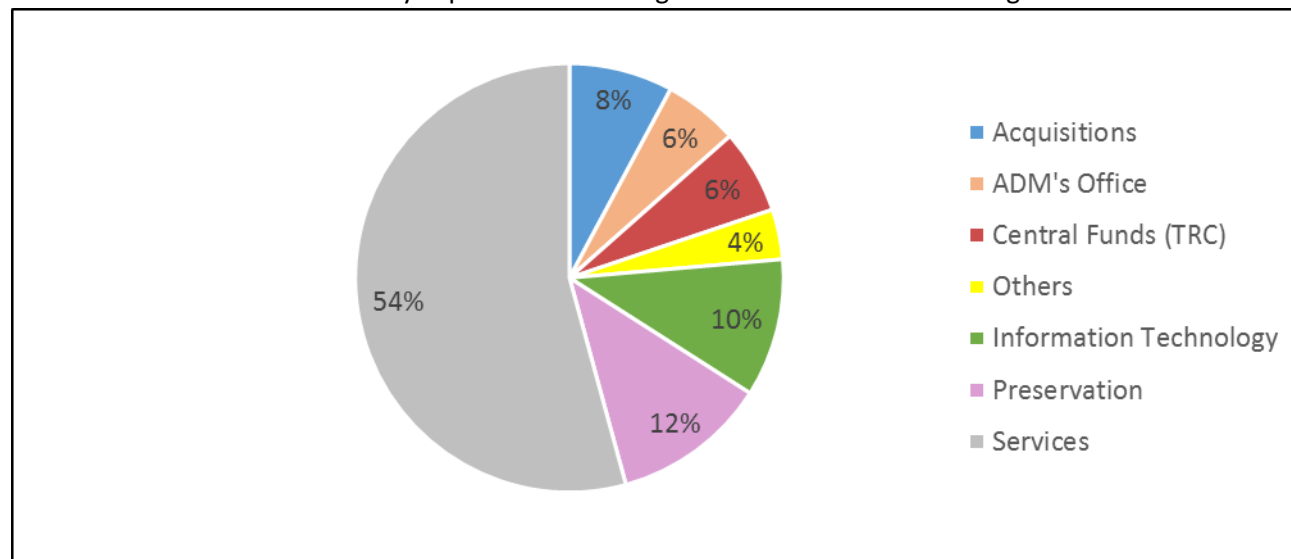
4.3 Roles and responsibilities of various branches/divisions involved

Finding 3: Some access-related activities are supported by resources from other branches. The Public Services Branch actually controls only 54% of the salary resources allocated to delivery of the Access Program, thus creating governance challenges.

Roles and responsibilities are clearly understood by employees and managers within each branch. However, some access-related activities are under the administrative responsibility of different branches, resulting in multiple requests assigned to staff. This situation creates extra work and makes it difficult to respond to all requests. All of the branches have their own priorities, but they are not always shared with the other branches, resulting in a lack of coordination of tasks at the operational level.

Some access-related activities (see chart below) are shared with other LAC branches. The corresponding percentages have shown a fairly consistent average since 2012–13. It should be noted that the ADM’s Office referred to in the Chart 2 (below) is the Office of the Chief Operating Officer (COO), while the Central Funds (TRC) refers to the Truth and Reconciliation Commission of Canada.

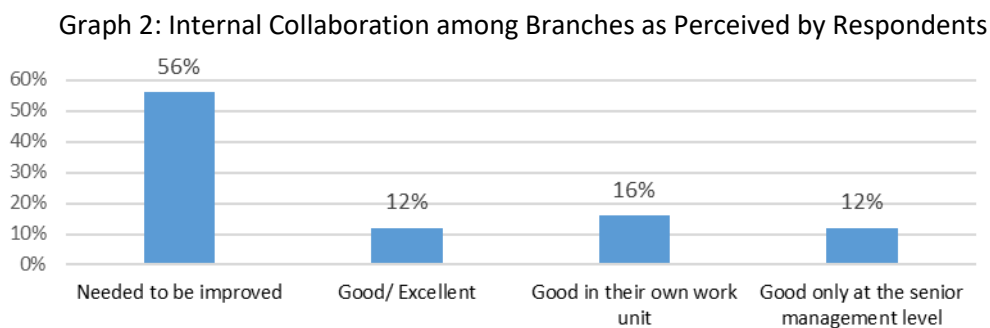
Chart 1: Distribution of Salary Expenditures Among Branches for the Access Program in 2015–16



Source: Library and Archives Canada, Finance Branch.

The various branches do in fact work together through committees that give Directors General and Directors an opportunity to discuss and share information about various aspects of their work. However, while coordinating committees do exist, they have a limited impact on how the tasks to be performed are organized.

During the interviews (see graph below), 56% of respondents¹³ indicated that collaboration needed to be improved, while 12% felt that collaboration was good/excellent. For 16% of respondents, collaboration was good in their own work unit, while another 12% felt that collaboration was good only at the senior management level (executive or higher).



Source: Interview participants, June to September 2016.

Recommendation 1: Better coordination of activities and prioritization of tasks among branches is needed to clarify the governance of the Access Program and the role of the staff involved, regardless of the shape the program takes in the future.

5 Findings - Performance

5.1 Performance measurement strategy

Finding 4: Although the program collects different data, for outputs in particular, a lack of ongoing data limits performance analysis for some program activities and their progress toward expected outcomes.

To meet its needs for performance-related information, the Access Program has developed a number of indicators, which are identified in the performance measurement strategy¹⁴ and in its performance measurement framework.¹⁵ Although data for some of the output indicators for the strategy was in fact collected (e.g., the number of requests to Reference Services through different channels: in person, by

¹³ Interview question: The program is delivered in collaboration with many divisions and branches [sic] at LAC. Could you explain how the [sic] management make [sic] sure that all key internal partners are involved [sic] in priority setting and program delivery?

¹⁴ Performance measurement strategy: the selection, development and ongoing use of performance measures for program management or decision making. (TBS, Policy on Evaluation, 2009).

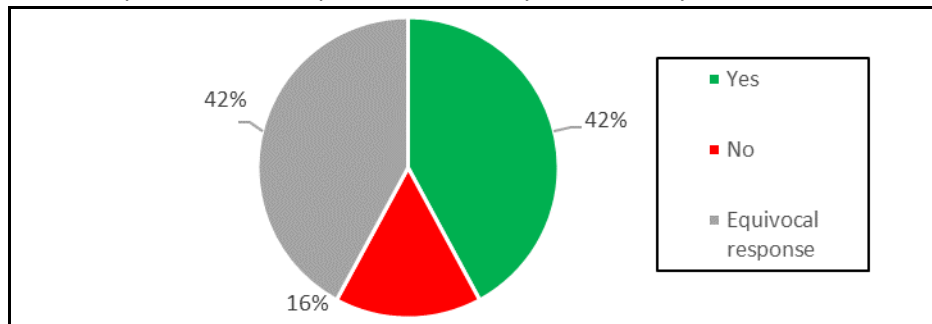
¹⁵ Performance measurement framework: The Policy on Management, Resources and Results Structure (MRRS Policy) requires the development of a departmental performance measurement framework that establishes expected results and performance measures. The indicators associated with the framework are limited in number and are intended to support departmental monitoring and reporting. (TBS, *A Guide to Developing Performance Measurement Strategies*, 2009).

telephone, letter/fax or online), other data had not been collected for the past five years. During the five-year period in question, some indicators were in fact not collected or were dropped. The same observation applies with regard to the indicators associated with the performance measurement framework, for which data is to be reported annually, but they were not. As a result, the review of the available data did not permit sufficient analysis to develop solid performance-related findings for certain program activities, as outlined in section 5.2.

During the interviews,¹⁶ participants noted that the systems used for data collection do not allow for effective and reliable collection. Those systems also limit the program’s ability to collect data on outputs and outcomes in support of decision making. Some respondents also indicated that they would like to have an opportunity to express themselves about the indicators, but the Public Service Performance Committee has no longer been in place as of 2012.

Some of those interviewed also reported that in some cases, the indicators identified through the program are difficult to understand and interpret. While 42% of respondents indicated that the data was reliable, consistent and useful (see chart below), the same percentage raised doubts about the reliability, consistency and usefulness of the data collected. Finally, 16% of respondents reported that the data was not reliable, consistent or useful.

Chart 2: Respondents’ Perception of Reliability, Consistency and Usefulness of Data



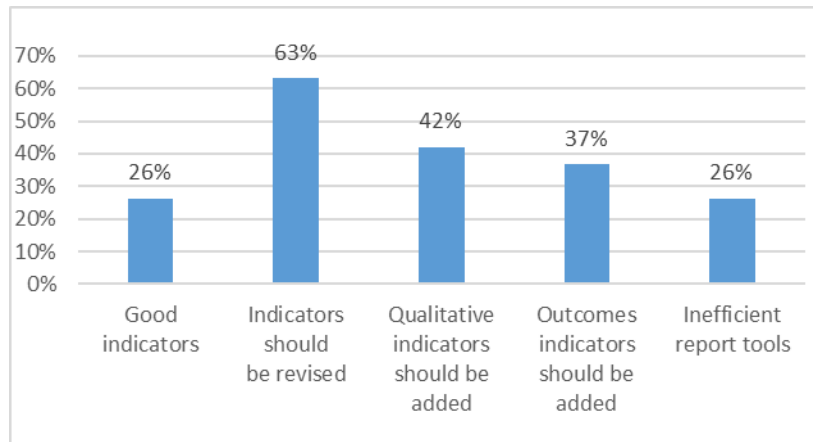
Source: Interview participants, June to September 2016.

The graph below also shows that 63% of respondents believed that the indicators should be revised, while 37% indicated that outcome indicators should be added. Another 42% of respondents indicated that qualitative indicators should be added. Finally, 26% of respondents felt that the indicators were good, while another 26% considered the systems¹⁷ used to collect the data were inefficient.

¹⁶ Twenty-nine interviews conducted between June and September 2016 with managers and employees of the Access Program and other branches.

¹⁷ Respondents did not mention a specific system.

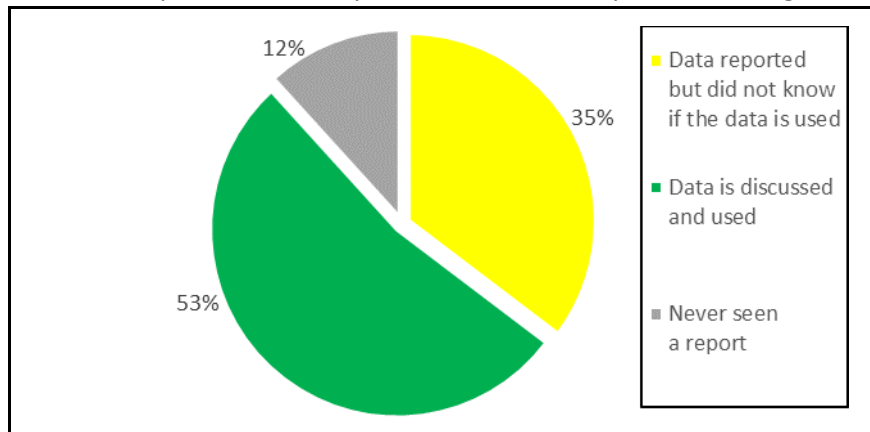
Graph 3: Respondents’ Perceptions of Indicators’ quality



Source: Interview participants, June to September 2016.

During the interviews it was reported that reports for senior management are produced regularly for information and decision-making purposes. As shown in chart below, 53% of respondents indicated that some data is discussed and used, 35% did not know if the data is used, and another 12% of respondents had never seen a report.

Chart 3: Respondents’ Perceptions of Data Used by Senior Management



Source: Interview participants, June to September 2016.

A review of quarterly performance reports submitted to senior management was completed. Although the reports differed between 2012–13 and 2015–16, they all shared information on the number of new descriptions (government, private collections and published archives). In 2014–15 and 2015–16, more data on the *Access to Information Act* was added to the quarterly performance reports. Over the years, reports have become more complete and they provide senior management with more information on the outputs of the Access Program.

The information from the review of access methods conducted in April 2016¹⁸ supports that observation. The review reported that data collection carried out to measure efficiency was difficult

¹⁸ Presentation, Review of access methods for LAC collection, Summary of results, April 21, 2016.

between 2012–13 and 2014–15, giving rise to a recommendation to improve the collection of this type of data. In addition to collecting output data for efficiency, the Access Program evaluation also reported that the program had difficulty collecting the outcomes-related data needed to measure the program’s efficiency and economy.

Recommendation 2: Program managers should undertake a review of output and outcome indicators to ensure that they are collected on an ongoing basis, that the indicators identified are useful for decision making, and that data collection is possible and practical so that the program’s progress and outcomes can be measured.

5.2 Short- and medium-term outcomes

Finding 5: The evaluation found that, while some results had been achieved, it was difficult to assess all expected outcomes because of a lack of data.

Activities	Findings
Description	Yellow
Finding Aids	Red
Indexing	Green
Block Review	Green
Digitization	Yellow

Activities	Findings
Reference Services	Green
Access to information service	Green
Reprography	Yellow
LAC website	Red

While LAC is making every effort to improve access to its collection, in practice a certain portion of LAC’s collection is not accessible, since LAC is obliged to comply with policies and abide by administrative or legal restrictions, with regard to copyrighted materials in particular.¹⁹ Therefore, an important distinction needs to be made between a document being available²⁰ and having access²¹ to a document. Case study #1 (Appendix B) demonstrates the importance of differentiating between the concepts of discoverability, availability and accessibility. Those three concepts will also be addressed in the different sections of the analysis below and in the three case studies (Appendices B, C and D).

In the interviews with Access Program managers and staff, a number of examples were provided with regard to ways that service delivery could be improved. For example, digitization saves time and money, since digitized reprographics can be sent to customers easily and quickly by electronic means, which are faster and cheaper than regular mail. Moreover, when the most in-demand documents are digitized,

¹⁹ Case study #1: Access to Public Accounts of Canada.

²⁰ Documentary heritage is available if there are no legal or political constraints and if users can consult it.

²¹ Access to documentary heritage is possible if physical, technological and geographic barriers to obtaining the content are eliminated and if it can be used by as many people as possible.

they can be consulted directly online without any intervention by the institution’s staff. The following sub-sections give some examples to illustrate the progress that has been made in achieving results.

5.2.1 Description and contextualization of documentary heritage

The process of describing and contextualizing documentary heritage is the first element analyzed in this evaluation. This process includes activities through which documentary heritage is described, organized, structured, inventoried, digitized and interconnected to facilitate access and meet client needs and expectations. The main sub-activities include description itself, finding aids, indexing, block review and digitization.

5.2.1.1 Description

Finding 6: The descriptions that are currently being done facilitate internal management by making it possible to find document. This minimal level of description is not intended to make it easier for LAC clients to find items in the collection.

Descriptions consist of a set of fields (e.g., main entry, title, physical scope, notes) created and organized in accordance with the standards²² to describe the acquisition of documentary resources. A first level of description created at the time of acquisition briefly describes an item so that it can be discoverable in LAC’s systems. This first level of description focuses on management of the collection and not on making it easier for clients to access the documentary heritage.

This first level of description therefore enables an item in the LAC collection to be discoverable. Preparation of this first level of description (descriptive metadata) is the preferred tool for ensuring discoverability.

Discovery-related activities are therefore the first steps to be taken so that anyone can identify a document, photo or other item in the LAC collection. The items in the LAC collection become discoverable when a first level of description is created in LAC’s systems (such as Amicus or MIKAN) at the time of acquisition.²³

Interview participants confirmed that a first level of description is provided and that, due to a lack of resources and conflicting priorities, second-level descriptions are not always created for private archival holdings and are rarely created for government archives.

Accordingly, and in order to improve its descriptions, LAC indicated in 2011²⁴ that it would have a single descriptive structure for publications, private archives and government archives. In relation to that commitment, the institution reported in 2012–13 that it had developed a new approach to describing its

²² Policy on the Language of Description, 2000, Library and Archives Canada.

²³ Case study #1: Access to Public Accounts of Canada.

²⁴ RPP, 2011–2012, Program Activity 2.3: Exploration of documentary resources.

content that was more adapted to user needs. LAC also reported that tens of thousands²⁵ of links between bibliographic and archival notes (images and PDFs) had been created in order to enhance the discoverability of the items in its collection. According to the data collected through the program, nearly 34,000 descriptions²⁶ of published documents were created in 2014–15 and close to 150,000 descriptions of archival items were created.²⁷

Case study #3 on access to the Burton Cummings fonds (Appendix D) demonstrated that it is possible to find material in private archives that are part of the LAC collection. This case study also shows the importance of having a detailed and complete (second level) description to enhance the discoverability of items in the collection. Without a complete and detailed description, it is difficult for clients to find precisely what they are looking for, as there may be a large number of search results.

Over 66% of those interviewed provided comments relating to description. Of that number,

- 41% indicated that description is a key function of access to the collection;
- 34% felt that descriptions need to be improved.

Respondents also identified a number of current challenges:

- Backlogs of published documents and archives (24% of respondents);
- Lack of links between digital copies and descriptions (10% of respondents)

In addition, some of the interviewees confirmed that there were backlogs in second level description for private archives and in cataloguing for published documents.

According to the Metadata Framework for Resource Discovery,²⁸ second-level descriptions would provide more information and context while making items in the LAC collection easier to find. Second-level descriptions would allow clients to find what they are looking for in the collection and help them be better equipped to find what they need on their own, as per the institution's commitments.²⁹

5.2.1.2 Finding aids

Finding 7: Finding aids make documents easier to locate. However, the format is not standardized. In addition, finding aids are mostly paper based (analog), so few are accessible online.

Finding aids are created to facilitate searching for documents and items within a particular archival group or on a specific topic. When a file contains a large number of items, a finding aid may have been created to help clients find what they are looking for. Finding aids consist of a list of items or links

²⁵ Departmental Performance Report (DPR) 2013–2014, Program 2.3: Exploration of documentary resources.

²⁶ DPR, 2014–15, Program 2.3: Access to documentary heritage.

²⁷ It should be noted that in this evaluation we found another source of data regarding the number of descriptions done by LAC, thus preventing us from issuing a reliable finding about this activity.

²⁸ Metadata Framework for Resource Discovery, <http://www.bac-lac.gc.ca/eng/services/cataloguing-metadata/Pages/metadata-framework-resource-discovery.aspx>, 2006, Library and Archives Canada.

²⁹ RPPs between 2011–2012 and 2015–2016.

contained in a particular archival group and are therefore essential in locating material in large archival holdings. However, LAC does not have a standard template for its finding aids. Therefore, the format, content and level of detail differ from one finding aid to the next.

In a public opinion survey conducted in December 2015,³⁰ respondents ranked digitization of finding aids second in importance, thereby pointing to an interest in having access to finding aids.

However, the finding aids found for the case studies were in paper format and could be accessed only at Reference Services in Ottawa. This is a significant barrier to access for clients who do not reside in the National Capital Region.

Efforts to digitize finding aids have been made over the years. For example, more than 120 finding aids for photos have been converted to online search tools, allowing access to some 3,000 photos. In its 2012–2013 and 2014–2015 RPPs, the institution reported its intention to modernize its services by digitizing its finding tools in order to provide Canadians with expanded access and facilitate identification of documents or items in LAC's documentary resources. No information was found in the corresponding DPRs regarding this commitment. Digitization of finding aids in paper format is under way, but according to respondents it is progressing as resources are available.

In 2015–16 the institution also reported that,³¹ in order to facilitate identification of documents or items in its collection, it would create new finding aids and tools and update existing ones. Interviews with Access Program management and staff did not confirm whether that commitment had been achieved. None of the documents analyzed provided conclusive information on this subject.

For case study #2, which deals with the ground-breaking ceremony for the St. Lawrence Seaway (Appendix C), paper-based finding aids were consulted at Reference Services, located at 395 Wellington Street in Ottawa. The case study revealed that those aids are not always easy to understand and that some relevant information may be missing. In fact, evaluators determined that the finding aids that were used did not indicate the access conditions for the documents in question. Since that information did not appear in the finding aid or in MIKAN,³² an access to information request had to be made in order to validate the access conditions. If the latter had been indicated in the finding tool, an access to information request would not have been necessary since none of the requested documents was restricted. A follow-up was done in January 2017 to determine whether the information had been updated on the LAC website, which was in fact the case. If another client wants to see these documents, it will be possible to do so without using the *Access to Information Act*.

In his fall 2014 report, the Auditor General of Canada³³ also identified a number of deficiencies with regard to the quality of finding aids relating to the residential school system. Some finding aids were incomplete, not comprehensive or contained inaccuracies.

³⁰ Nanos survey published in 2015. The survey was carried out between November 10 and December 16, 2015.

³¹ RPP, 2015–2016, Program 2.3: Access to documentary heritage.

³² MIKAN is an LAC system that can be used to search archival holdings.

³³ Report of the Auditor General of Canada, Chapter 7, Documentary Heritage of the Government of Canada. Fall 2014.

Finding aids that are accessible online would facilitate the identification of documents or items in the LAC collection for all of its clients.

Recommendation 3: Efforts should be made to complete the digitization of finding aids.

5.2.1.3 Indexing

Finding 8: Indexing of archives helps facilitate access to LAC's documentary heritage. This activity is also carried out in collaboration with other partners.

In addition to description and digitization, another important aspect of facilitating access to the collection is indexing. An index is a bank of key words used to find information within a document. For example, indexing censuses and electoral lists enables clients to find the name of a specific person more easily than if they had to go through thousands of pages. LAC does not currently have the necessary resources (human or financial) to index all or part of its collection. Respondents acknowledged the importance of partnerships and initiatives that can help meet client needs. Partnerships with Canadiana and Ancestry play a positive and key role in this regard. Other initiatives involving collaboration with the public, such as the Coltman report initiative³⁴ (in which the public is involved in transcribing handwritten documents), also contribute to indexing of the collection and improved access.

5.2.1.4 Block review

Finding 9: The block review approach used to eliminate restrictions on access to government records is in line with Canada's Action Plan on Open Government.

Since 2011–2012, LAC has undertaken to remove restrictions, where possible,³⁵ in order to facilitate access to government records through the practice known as block review. This practice involves evaluating documents on the basis of sensitivity, age and subject matter with a view to increasing the availability of archived government records. The institution made 18 million pages of government records³⁶ available for consultation from 2011–12 to 2015–16 without a need for further review under the *Access to Information Act* and the *Privacy Act*.³⁷ Block review made it possible to process 4,168,133 pages in 2014–2015 and 6,437,499 pages in 2015–2016. Interview respondents confirmed that the institution had undertaken this work and it was perceived positively.

³⁴ <https://ledecoublogue.com/2016/11/29/transcription-du-rapport-coltman-externalisation-a-bibliotheque-et-archives-canada/>

³⁵ These restrictions may pertain to the *Access to Information Act* or the *Privacy Act*, or they may be restrictions imposed by a federal department or agency on federal records.

³⁶ DPR, 2015–2016, Program 2.3: Access to documentary heritage.

³⁷ Annual Report: *Access to Information Act*, 2015–2016, Library and Archives Canada.

5.2.1.5 Digitization

Finding 10: Along with the digitization of Canadian Expeditionary Force documents from World War I, digitized documents are being posted online on a priority basis and in accordance with available resources.

Digitization is the process of converting an analog item into a digital one. This technique can be used to preserve documents, whatever the original medium (document, photo, portrait, etc.), in electronic format. The items in the LAC collection are digitized through the Preservation Program (PAA 2.2). The official documents consulted demonstrated that some digitization activities are being carried out under the responsibility of the Access Program. LAC reports that since 2013–14 it has been developing and implementing a content digitization strategy that reflects the topics of interest to its clients.³⁸ A multi-year plan to digitize the most popular collections, including those dealing with military heritage and indigenous issues, has been developed. The institution has undertaken to digitize all of the documents in its possession that relate to the Canadian Expeditionary Force along with some 80,000 portraits from various collections of photographs and heritage art.

In order to increase access to its collection, LAC, in collaboration with its partners Canadiana and Ancestry, has also successfully completed the digitization of a large number of documents, photos, films and documentaries³⁹ pertaining to genealogy, government records, and military and indigenous documentary heritage.

However, due to the use of different measurement units, it is difficult to evaluate how digitization of the collection is progressing. LAC sometimes reports the number of images and sometimes the number of pages. The fact that a page can have more than one image makes comparison difficult. As a result, LAC reported in 2011–2012 that more than 4.5 million images, including electoral lists, microfilm and frequently requested portraits, had been added. In 2013–14, over 17 million pages of the LAC collection were digitized by the institution and its partners Canadiana and Ancestry, as compared with 2 million the previous year. The number of images for 2015–16 was 12 million. This increase is mainly due to the implementation of the microfilm digitization initiative, in partnership with Canadiana. Canadians now have online access, through either the LAC or the Canadiana website, to a larger number of documents through this project. However, considering the vast amount of material in the institution's collection, the portion that can be accessed online is still low.

It should be noted that respondents in the December 2015 Nanos survey ranked digitization as the institution's most important priority over the next three years. Digitization responds to a need that clients have and therefore remains a relevant goal for both the institution and its clients.

³⁸ DPR 2013–2014, 2014–2015, 2015–2016, Program 2.3.

³⁹ DPR 2015–2016, Program 2.3: Access to documentary heritage.

5.2.2 Services

The second main area of activity under the Access Program logic model is services. LAC provides reference, information, consultation, reprography and research services to a diverse range of clients. The institution’s services can be obtained through multiple channels, including in person, by telephone, by mail or email and via the Internet. LAC also contributes to Canada’s continuing memory through partnerships with Canadiana and Ancestry and supports them in their programming and interpretation efforts. The main outputs are reference services, access to information, reprography and services via the website.

According to a public opinion survey,⁴⁰ the main reasons for a visit to LAC (not just Reference Services) are the following, in order of importance: genealogy (51%); research (44%); work-related reasons (38%); personal interest (28%); education (22%); miscellaneous (6%); and other (2%).

5.2.2.1 Reference Services

Finding 11: Reference Services offers effective front-line service and facilitates access to documentary heritage for Canadians.

Reference Services provides front-line access services and a range of guidance and consultation services on the web and elsewhere. Other services are available by appointment to provide support for research in library and archive collections, and specialized services are also available in support of genealogical research. Reference Services professionals manage requests for access to the collection that are filed under the *Access to Information Act* and the *Privacy Act*, including access to records of civilian personnel and other federal records under the custody of LAC.

According to the table below, the number of contacts at Reference Services has decreased since 2011–12 but stabilized starting in 2014–15. The review⁴¹ report supports this data, with more in-person contact followed by email or Internet requests. It can in fact be concluded that client interaction with LAC through Reference Services has been fairly stable since 2014.

Table 2: Type and Number of Contacts at Reference Services

Type of contact	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
In person	45,989	40,584	36,788	33,398	33,862
Email or Internet	55,198	41,928	28,910	31,067	30,558
Telephone	25,901	21,493	20,608	17,991	19,249
Letter/Fax	16,628	16,076	13,861	13,418	12,950
Total	143,716	120,081	100,167	95,874	96,619

Source: Performance Measurement Strategy, Access to Documentary Heritage Program, 2011–12 to 2015–16.

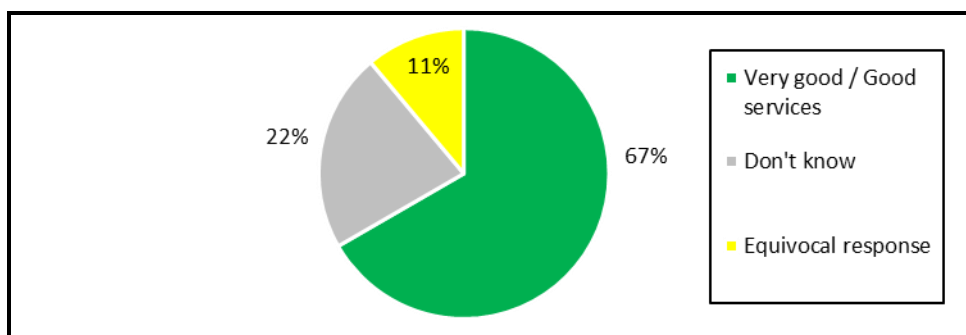
⁴⁰ Nanos survey published in 2015. The survey was carried out between November 10 and December 16, 2015.

⁴¹ Monitoring and Audit Liaison Directorate, April 2016.

As stated in the internal review report,⁴² expenditures for Reference Services for 2014–2015 were \$2,066,505.94. This means that in 2014–2015 the cost to LAC for each request to Reference Services was \$83.78, whatever the type of contact. This is an appropriate reference year to demonstrate efficiency, since the number of contacts between 2014–15 and 2015–16 remained fairly stable.

Of those interviewed, 67% (chart below) indicated that the service offered by Reference Services was good or very good. In contrast, 11% of respondents were more equivocal in their response, stating that service quality varied depending on the type of client and the nature of the request. Finally, 22% did not know whether the service provided by Reference Services was of good quality.

Chart 4: Respondents’ Perceptions of Quality of Service Provided by Reference Services



Source: Interview participants, June to September 2016.

For case study #2, which deals with the ground-breaking ceremony for the St. Lawrence Seaway, the evaluation team used Reference Services and was able to assess the quality of the services provided. Service by email and in person was quick and courteous and gave clients an opportunity to speak with an expert archivist. Reference Services staff also arranged a meeting with a librarian, and it was successful as well. The professionals interviewed had done some research in advance and were able to answer questions in the language of the choice of the client. It can be concluded that Reference Services provides an effective front-line service that facilitates access to documentary heritage for Canadians.

5.2.2.2 Access to Information service⁴³

Finding 12: Service under the *Access to Information Act* meets service standards, with the exception of 2015–16 due to a larger volume of pages sent and external consultations.

Through the *Access to Information Act*, Canadian citizens, permanent residents and all individuals and corporations present in Canada have the right to access records under the responsibility of a government institution subject to the Act. Each year LAC receives requests for access to records in its

⁴² Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC’s Collection, Summary of Results. Library and Archives Canada. April 21, 2016. Monitoring and Audit Liaison Directorate.

⁴³ The **service standard** for the access to information and privacy legislation sets out a statutory period of **30 calendar days as of the date on which a formal request has been received**. However, the legislation also provides for an extension for certain limited and specific reasons set out in each of the statutes.

possession that originate from other federal institutions or that are created by LAC.⁴⁴ LAC deals with formal requests for access to its restricted operational documents under its responsibility. Of the total of requests received, it is estimated that only 5% are considered formal requests, whether they relate to LAC’s operational documents, archived operational documents from other government institutions or restricted personnel files.⁴⁵ Accordingly, LAC’s access to information services are in fact used as a method of access to documentary heritage. As shown in table below, these requests have been falling gradually since 2013–14. In addition, LAC has undertaken to improve access to information through mechanisms such as block review and more extensive digitization of its collection, two activities discussed earlier in the report.

Table 3: Number of Annual Requests Processed Under the *Access to Information Act*

Year	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
Number of formal requests processed	821	874	924	821	758
Number of informal requests processed	7,075	5,361	6,922	6,671	5,422
Total	7,896	6,235	7,846	7,492	6,180

Source: Annual Report: *Access to Information Act*, 2011–12 to 2015–16, Library and Archives Canada.

Total expenditures⁴⁶ on access to information services were \$3,411,324.90 for 2014–2015. Each request for service under the *Access to Information Act* therefore cost an average of \$149.17 in 2014–15. That amount could serve as a baseline for an analysis of efficiency at some point in the future.

According to the data collected through the Access Program, over the years the services provided under the *Access to Information Act* have met and exceeded the service standards,⁴⁷ with the exception of 2015–16, for which the figure was 88%.⁴⁸ Program officials have explained this decline⁴⁹ by the larger number of information pages to be sent and the higher volume of external consultations.

In our interviews, 56% of respondents (see chart below) said that in their opinion the service provided under *the Access to Information Act* was good or very good.

⁴⁴ Annual Report: *Access to Information Act*, 2015-2016, Library and Archives Canada.

⁴⁵ Ibidem.

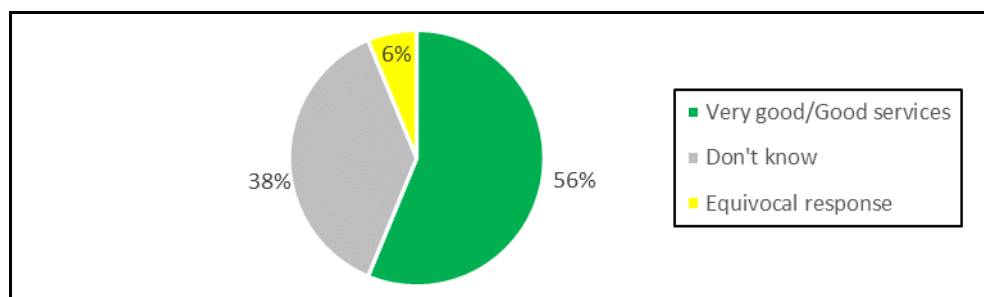
⁴⁶ Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC’s Collection, Summary of Results. Library and Archives Canada. April 21, 2016. Monitoring and Audit Liaison Directorate.

⁴⁷ The service standard for the *Access to Information Act* is 95%.

⁴⁸ In the Annual Report: *Access to Information Act*, 2015–16, we noted a difference in the percentage achieved through the service standard. The report indicated that the program met the service standard 92% of the time in 2015–16.

⁴⁹ Although LAC managed fewer requests processed in 2015–2016 (758 versus 821 in 2014–2015), it processed 331,632 pages of information as compared with 276,887 pages in 2014–2015, an increase of 17%. There was a significant increase in the number of requests that were not processed within the time limit because of external consultations (68%, or 41 out of 60 requests, in 2015–2016 as compared with 33%, or 12 out of 36 requests, in 2014–2015). Source: Annual Report: *Access to Information Act*, 2015–2016, Library and Archives Canada.

Chart 5: Respondents' Perceptions of Quality of Access to Information Services



Source: Interview participants, June to September 2016.

As part of the case study on the ground-breaking ceremony for the St. Lawrence Seaway (Appendix C), an access to information request was made under the *Access to Information Act* to obtain documents that had been identified as restricted, thus providing an opportunity to evaluate the service. An electronic form was completed to that end. The 12 requested documents were available for consultation in accordance with the standards (response within 30 days) and the response was highly satisfactory. The requested documents (representing a total of 661 pages) were digitized and recorded on a CD-ROM.

However, the case study showed that a request under the *Access to Information Act* would not have been needed if the information had been updated in the LAC systems and the finding aid at Reference Services in Ottawa. All 12 documents could have been accessed directly because they were no longer restricted under the Act. Moreover, the use of a CD-ROM may be problematic, and even more so in the future, for clients who no longer have access to this type of aging technology.

It should be noted that a follow-up in the MIKAN system that was done during the period when this report was being written revealed that the information about these documents had in fact been updated in the system. This means that if another client searches for those same documents, he will find that they are available for consultation because access is no longer restricted.

5.2.2.3 Reprography⁵⁰

Finding 13: Digital reproduction of LAC documents has improved client service. However, digital reprographies are rarely available online.

Through reprography, it is possible to create a copy of an item in the collection (paper or digital format) without altering the original item. This is usually done in response to a request from a client. In the 2011–2012 RPP the institution stated that it would change its practice of reproducing documentary resources and sending copies to clients and shift towards digital reproduction and storage, thereby facilitating the publication of online content.

⁵⁰ The **service standard** for the processing period for reprography is **30 working days after receipt of a request**.

Access Program employees who participated in the evaluation confirmed that this change in practice was indeed under way. LAC makes approximately 750,000 copies⁵¹ per year in response to requests from its clients. The institution is proposing to extend digital reproduction to include requests under the *Access to Information Act* and the *Privacy Act*. According to the data collected through the program, the number of pages/images delivered to clients fluctuated significantly between 2011–12 and 2015–16 (table below).

Table 4: Number of Digital Reproductions (Reprography)

Year	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
Number of pages/images delivered to clients	750,000	1,060,916	1,623,221	1,031,176	1,523,634
Variation (in percentage)	--	41	53	57	48

Source: Departmental Performance Report, 2011–2012, Program 2.3: Describe and contextualize documentary heritage, Library and Archives Canada.
 Performance Measurement Strategy: Access to Documentary Heritage Program, from 2012–2013 to 2015–2016.

This includes pages/images delivered in response to formal and informal access to information requests. On the basis of data collected through the Access Program, it is assumed that the standards for the reproduction service were fully met.⁵²

Total expenditures⁵³ for reprography in 2014–2015 were \$1,243,408.64, representing \$1,174,200.90 in salaries and \$69,207.74 in operations. Each request for reprography cost LAC an average of \$25.50 in 2014–15. That amount could also be used as a baseline for a subsequent analysis of the efficiency of the reprography service.

The more digital reprographies that LAC performs, the more these should be available online. However, the information that was collected indicates that it is not possible to make digital reprographies accessible online. A number of respondents from different branches confirmed that few digital reproductions actually become accessible online. Once digital reproductions have been completed they are stored on Shared Services Canada servers, and there are no processes currently in place to enable them to be posted online. According to respondents, this is due in part to the limitations of computer systems that do not allow for linking more than one copy to a description.

In addition, if a new client requests a copy of an item of which a copy has already been made, the document will almost always be reproduced again. According to respondents, it is quicker to reproduce the document again than to ask our Shared Services Canada partner to locate it on their servers.

⁵¹ DPR, 2011–2012, Program Activity 2.3: Exploration of documentary resources, Library and Archives Canada.

⁵² Percentage of responses that met the service standards were as follows: 99% in 2012–2013, 98% in 2013–2014, 99% in 2014–2015 and 97% in 2015–2016. For regular service, the processing time is 30 working days after the request has been received.

⁵³ Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC’s Collection, Summary of Results. Library and Archives Canada. April 21, 2016. Monitoring and Audit Liaison Directorate.

5.2.2.4 LAC website

Finding 14: LAC’s website remains popular despite a decrease in use since 2013–14. However, it is not easy for clients to find what they are looking for.

The LAC website is huge and contains thousands of documents, maps, photos, videos, etc. The evaluation included an analysis of the LAC site to determine what the navigation structure looks like from a client’s point of view. The site provides information and research guides to support clients in their exploration and their research.

In addition to its site located at bac-lac.gc.ca, LAC also has a website named collectionscanada.gc.ca, which has been in place since before 2012. Some portions of the LAC collection can be found at collectionscanada.gc.ca. It was not possible to transfer everything to the new bac-lac.gc.ca website given that some outdated technologies make it very complicated to transfer all of the information there. That information is therefore archived under collectionscanada.gc.ca.

Total expenditures⁵⁴ in 2014–15 for the LAC website were \$2,163,567.11, including licensing fees for different systems (such as Amicus, MIKAN, MISACS, WEB and other systems). The estimated cost of each visit made to the LAC website was \$1.99 in 2014–15. That amount could serve as a baseline for an analysis of efficiency at some point in the future.

The public opinion survey⁵⁵ conducted in 2015 indicates that 78% of respondents reported having visited the LAC website to access its services. In addition, according to the Monitoring and Audit Liaison Directorate’s April 2016 study, there were 17,073,646 visits to the LAC website in 2012–2013. Traffic on the institution’s website was higher in 2013–14, at 24,344,772 visits, but decreased to 22,011,883 in 2014–15 and to 20,250,929 in 2015–16. This data confirms the popularity of the LAC website despite the decrease it has experienced since 2013–14.

While it is possible to find a fair amount of information on the website, searching in the LAC collection remains a complex process. Although navigational links such as “Discover the Collection” and “Search Online” are useful, they do not always enable clients to find what they are looking for because they need to know how to navigate through the website.

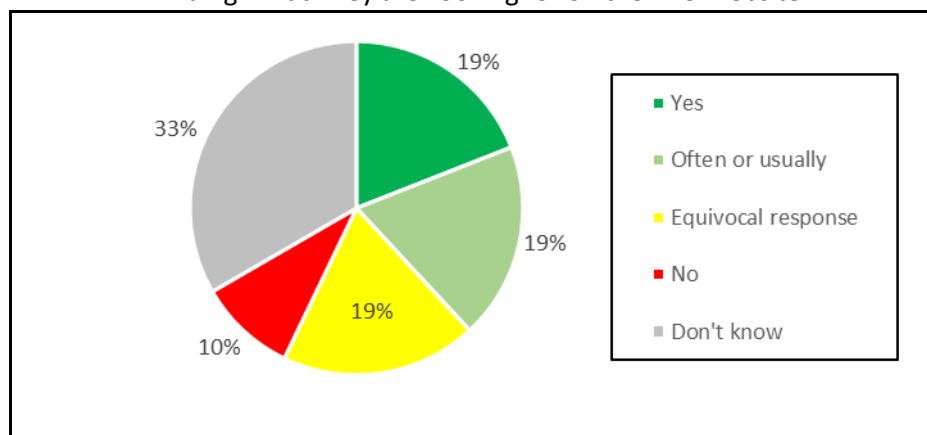
According to the data collected through the Access Program, the percentage of clients who reported finding what they were looking for on the LAC website was 84% in 2011–2012, 87% in 2012–2013, 86% in 2013–14 and 83% in 2014–2015. It can thus be seen that the level of satisfaction has decreased since 2012–13. There is no data available for this indicator in 2015–16, as data is no longer collected through the program.

⁵⁴ Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC’s Collection, Summary of Results. Library and Archives Canada. April 21, 2016. Monitoring and Audit Liaison Directorate.

⁵⁵ Nanos, December 2015. Nanos survey published in 2015. The survey was conducted between November 10 and December 16, 2015.

The interviews results (chart below) indicate that 19% of respondents believe that clients find what they are looking for on the LAC website and another 19% believe that clients often or usually find what they are looking for there. However, 19% of respondents were more equivocal in their comments; that is, they doubted that clients find what they are looking for, while 10% of respondents believed that clients do not find what they are looking for. The percentage of respondents who had no opinion on this subject was 33%.

Chart 6: Respondents' Perceptions of Client Satisfaction in Terms of Finding What They are Looking for on the LAC Website



Source: Interview participants, June to September 2016.

From the case studies conducted as part of this evaluation, we determined that searching on the LAC website in one of Canada's official languages (French or English) does not yield the same results. It was difficult to obtain specific results on the ground-breaking ceremony for the St. Lawrence Seaway, for example; most of the results we obtained pertained to the Seaway itself but not necessarily the ground-breaking ceremony.

Another finding pertains to the difficulty in understanding some of the search results obtained from the LAC website. For example, the meaning of "Restrictions vary" is not obvious without further explanation. The following message could also be found: "*Warning: Descriptive record is in process. These materials may not yet be available for consultation.*" To carry out a successful search on the LAC website, it is important to identify what is being looked for in order to select the correct items from the search results. The user must think of doing so in both French and English because the results are not the same.⁵⁶

In addition, searching through "A-Z Index", "Browse by Type" and "Browse by Topic" is not the same as making a Google search, since an index rather than a search engine is involved. The "Search BAC-LAC.gc.ca" button may be confusing, as it is not a search button for the institution's collection but rather for Library and Archives Canada. If clients are not familiar with Amicus, which is used to search published documents, or MIKAN, which is used to search for items in the archives found on the LAC

⁵⁶ Case study #2: Access to records on the opening ceremony for the St. Lawrence Seaway, June 25, 1959.

website, it is very difficult for them to find what they are looking for. These search tools are not intuitive and it is not easy for a novice to understand the systems used by LAC.

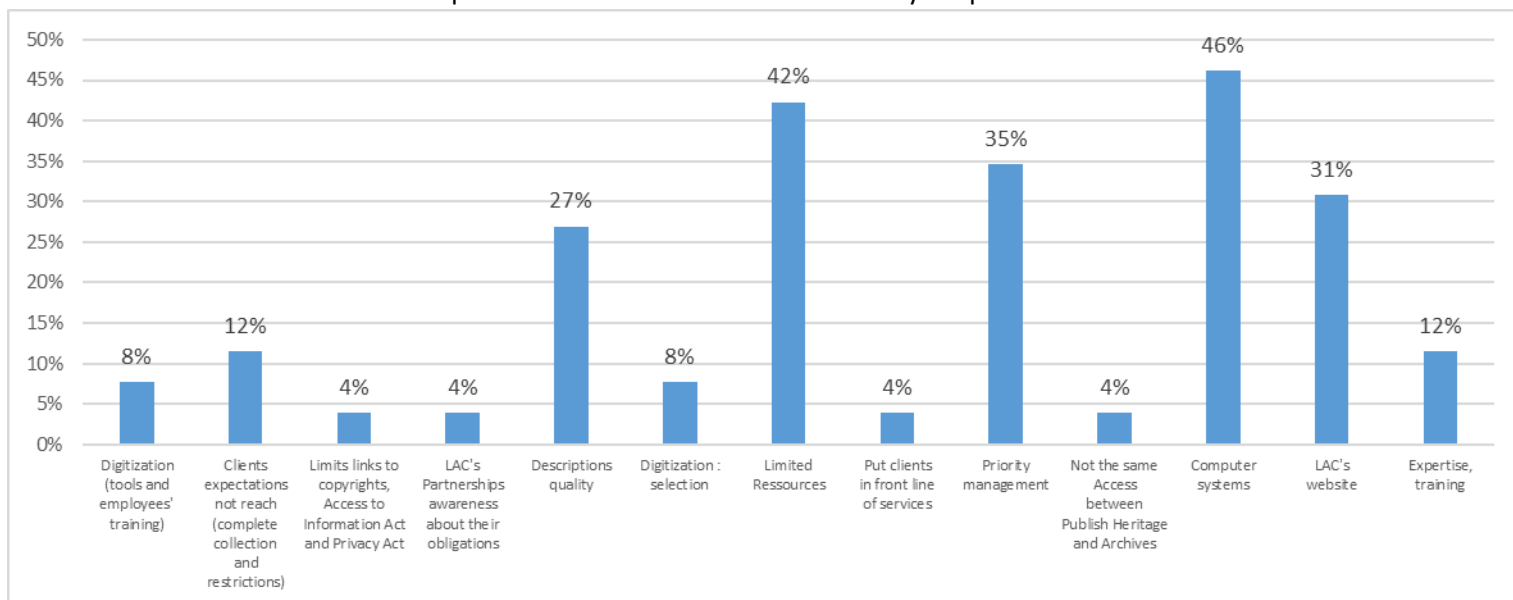
While LAC has increased the accessibility of its collection, it would be advised for the institution to better explain the concepts of discoverability, availability and accessibility to its clients, partners and staff.⁵⁷ According to the review conducted by LAC’s Monitoring and Audit Liaison Directorate, the greater the extent to which access services are available online, the lower the cost per user.

Recommendation 4: To facilitate access to the collection on its website, LAC should improve its search tools and navigation.

5.2.3 Barriers to access

In interviews with Access Program managers and staff, a number of examples were given regarding barriers (graph below) that currently restrict access to LAC’s documentary heritage. The main barriers to access appear to be its computer systems, limited resources, priority management, the LAC website and the quality of descriptions.

Graph 4: Barriers to Access as Perceived by Respondents



Source: Interview participants, June to September 2016.

⁵⁷ Case study #1: Access to Public Accounts of Canada.

5.2.4 Client satisfaction

According to the Access Program data, the client satisfaction percentages with on-line services were 74%⁵⁸ in 2011–12, 80% in 2012–13, 83% in 2013–14 and 75% in 2014–15. It is possible to notice that the client satisfaction increased between 2011–12 and 2013–14 but decrease in 2014–15. The indicator was dropped in 2015–16.

Among the public at large, in a 2015 public opinion survey⁵⁹ 37% of respondents indicated that they were satisfied or somewhat satisfied with how LAC manages access to its collection. A similar proportion of respondents (36%) was somewhat dissatisfied or dissatisfied, and 28% had no opinion. According to the same survey, the most satisfied clients were those who used the services for genealogical research (47.7%); out of personal interest (42.5%); for research (41.1%); or for educational purposes (34.9%).

Researchers were the most satisfied with the access provided by LAC (48.3% satisfaction rate), followed by historians (47.8%), writers (45.0%), government employees (37.9%), and educators and teachers (30.5%). In contrast, the rate of satisfaction for librarians was 24.1% and for archivists it was 23.8%.

5.3 Efficiency: Use of resources

LAC's financial resources declined significantly between 2011–12 and 2015–16 (see table below), from \$112 million to \$91 million. That decrease was largely due to the implementation of the federal government's Deficit Reduction Action Plan at LAC in 2012–2013.

At the same time, the Access Program's financial resources declined significantly between 2011–12 and 2015–16 (see table below). From \$36.8 million in 2011–12, they fell to \$25.7 million in 2015–16, a decrease of \$11 million. As a percentage of LAC's budget, the Access Program's financial resources (which accounted for 33% of LAC's total budget in 2011–2012) decreased to 28% in 2015–2016.

Table 5: Financial Resources

Fiscal year	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
LAC financial resources (salaries and operating expenses)	\$112,021,400	\$118,923,232	\$100,803,692	\$102,593,650	\$91,451,613
Access to Documentary Heritage Program (PAA 2.3)					
Financial resources (salaries and operating expenses)	\$36,826,100	\$35,649,500	\$31,959,088	\$33,220,247	\$25,694,773
As a percentage of LAC's budget	33%	30%	32%	32%	28%

Source: Departmental Performance Reports, 2011–2012 to 2015–2016.

⁵⁸ Performance Measurement Strategy, Access to Documentary Heritage Program, 2011–12 to 2015–16.

⁵⁹ Nanos, December 2015.

LAC’s human resources (see table below) were also affected by a decrease of 199 FTEs, from 1,112 to 913 during the five-year period covered by this evaluation. The program’s human resource levels were 376 FTEs in 2011–12 and 311 in 2015–16: a decrease of 65 FTEs over five years.

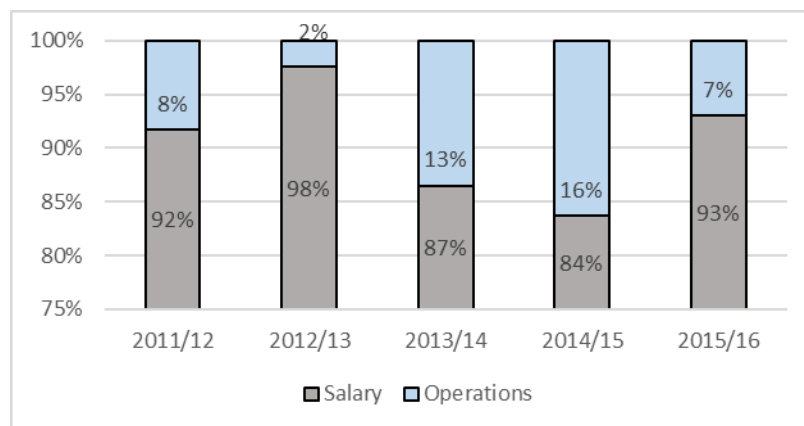
Table 6: Human Resources

Fiscal year	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016
LAC human resources (FTEs)	1,112	961	885	951	913
Access to Documentary Heritage Program (PAA 2.3)					
Human resources (FTEs)	376	298	329	360	311
As a percentage of LAC’s human resources (FTEs)	34%	31%	37%	38%	33%

Source: Departmental Performance Reports, 2011–2012 to 2015–2016.

In particular, with respect to operating expenses, the level of flexibility that the Access Program had to invest in non-salary expenditures (graph below) was 13% and 16% respectively for 2013–14 and 2014–15. In 2015–16, that flexibility decreased to 7% of total program spending, limiting the organization’s ability to improve systems or to invest in other access-related services.

Graph 5: Comparison of Salary Expenses as Compared with Operations



Source: Library and Archives Canada, Finance Branch.

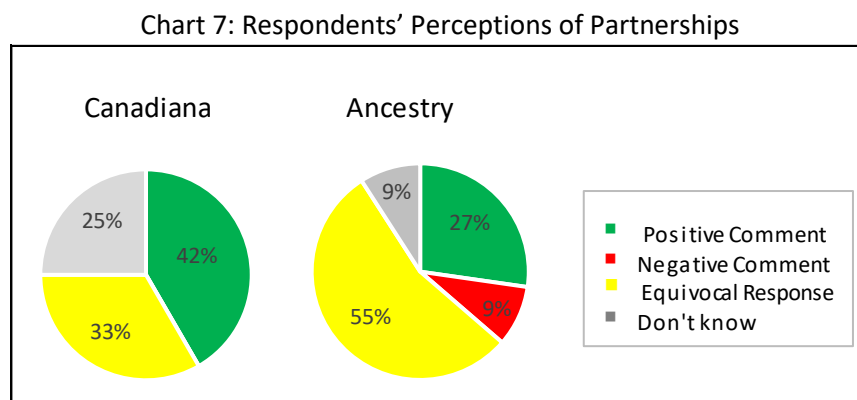
6 Other observations

6.1 LAC partnerships

According to the documents reviewed, agreements with partners⁶⁰ made it possible to digitize and index a number of collections. For example, the agreement with Canadiana led to the digitization of 78 collections, representing 6 million pages that were made available on line. The partnership with Ancestry.ca made it possible to digitize the 1921 Census files and other collections. These agreements therefore allow for greater access to information by speeding up digitization and indexing.

LAC also continued the digitization projects⁶¹ conducted in collaboration with Canadiana.org and Ancestry.ca. As of March 31, 2015, 35 of the 40 million images had been digitized by LAC and Canadiana.org, and 22 million images had been posted on the Canadiana.org website. The digitization of 1.3 million images took place in collaboration with Ancestry.ca, and those images were available online in 2015–16.

The partnership agreements with Canadiana and Ancestry were perceived positively by 42% of respondents (Canadiana) and 27% (Ancestry) (chart below). However, a good percentage of respondents were more equivocal in their comments, i.e. they were not sure if those agreements were a good thing for LAC clients (33% and 55% respectively). Further analysis seems to be needed in order to measure the benefits and advantages of these partnerships for LAC clients.



Source: Interview participants, June to September 2016.

6.2 Exhibitions and social media

LAC began a major shift in 2014–15 with regard to the development of exhibitions and the use of social media (Facebook, Twitter, Flickr, YouTube, blogs and podcasts) to promote its collection across Canada and to maximize the number of clients it reaches through a wide variety of channels.

⁶⁰ DPR, 2013–2014, Program 2.3: Exploration of documentary resources, Library and Archives Canada.

⁶¹ DPR, 2014–2015, Program 2.3: Access to documentary heritage, Library and Archives Canada.

Although the Flickr page averaged 425,000 monthly visits in 2014–2015, the blog posts generated 150,000 visits. The 10 podcasts were downloaded 150,000 times; it is unclear whether this traffic generated more visits to the LAC website or whether there was more interest in the LAC collection, as this type of information is not collected.

LAC's review of access methods⁶² indicates that social media is not a method of access but consists instead of promotional tools with three objectives: outreach, engagement and collaboration.

In 2014–15, \$855,875.80 were spent on exhibitions,⁶³ while social media expenditures were \$794,307.70, representing a total cost of \$1,650,183.50 to promote LAC's visibility.

Finally, while social media and exhibitions increase the institution's visibility, LAC should ensure that their impact on access to the LAC collection is measured.

7 Conclusions and recommendations

7.1 Conclusions

The relevance of the Access to Documentary Heritage Program has been confirmed, as it has shown itself to be a core pillar of LAC's mandate. Access to documentary heritage is recognized in both the legislation and the institution's priorities. It is also a part of the Government of Canada's commitments in a number of ways.

With regard to performance, a number of Access Program activities, such as indexing, Reference Services and services offered under the *Access to Information Act*, have shown that they are working well and progress is being made towards the attainment of medium-term results. Continuing with block review will enable clients to obtain more and more up-to-date information on files open for consultation and will avoid the need to make a request under the *Access to Information Act*.

However, other activities call for further attention and improvement. It appears that the institution's large number of priorities impedes smooth operations, given the lack of coordination among the branches that support activities designed to facilitate access to the collection. The Public Services Branch controls only 54% of the resources allocated to delivery of the Access Program, a fact that gives rise to governance challenges.

The Access Program's objectives are numerous, making it difficult to achieve results. In the case of digital reprography, content was not made available online in accordance with the plans and commitments. Efforts should be made to facilitate access to the documents in question at lower cost and to a larger number of Canadians. Other steps could be taken to improve access to documentary

⁶² Monitoring and Audit Liaison Directorate, April 2016.

⁶³ Presentation to Johanna Smith, DG Public Services, Review of Access Methods to LAC's Collection, Summary of Results. Library and Archives Canada. April 21, 2016.

heritage, such as digitizing finding aids to enable the institution's clients to find what they need on their own, as they would then have access to links to the information they are seeking in the collection. At the same time, improving the search and navigation tools on the LAC website would also make it easier for clients to search for items in the collection.

The Access Program must also improve its data collection to make it easier to evaluate how its activities are performing. Beyond data collection, the program must also ensure that the right indicators are measured on an ongoing basis.

7.2 Recommendations

The evaluation of the Access to Documentary Heritage Program has led us to make the following recommendations.

Recommendation 1: Better coordination of activities and a prioritization of tasks among branches are needed to clarify the governance of the Access Program and the role of the staff involved, regardless of the shape the program takes in the future.

Recommendation 2: Program managers should undertake a review of output and outcome indicators to ensure that they are collected on an ongoing basis, that the indicators identified are useful for decision making, and that data collection is possible and practical so that the program's progress and outcomes can be measured.

Recommendation 3: Efforts should be made to complete the digitization of finding aids.

Recommendation 4: To facilitate access to the collection on its website, LAC should improve the search tools found there as well as navigation.

Appendix A: Management Response and Action Plan

Recommendations from Evaluation	Management Response to Recommendations	Measures to be Taken	Expected Completion Date	Responsibility
<p>1. Better coordination of activities and a prioritization of tasks among branches are needed to clarify the governance of the Access Program and the role of staff involved, regardless of the shape the program takes in the future.</p>	<p>Yes</p>	<p>1) The Operations Sector has reorganized its Branch Structure and clearly identify the functions of the Public Services Branch and the relationship of this branch to the others in the Sector.</p> <p>2) LAC has produced a new Strategy for Services to the Public.</p> <p>3) A Five Year Action Plan for Access (2017-2022) was developed in order to guide priorities, establish responsibilities and coordinate access initiatives.</p>	<p>1) Completed (April 2016)</p> <p>2) Completed (April 2017)</p> <p>3) Management Board approval expected November 2017</p>	<p>1) Chief Operating Officer</p> <p>2) and 3) Director General, Public Services Branch</p>
<p>2. Program managers should undertake a review of output and outcome indicators to ensure that they are collected on an ongoing basis, that the indicators identified are useful for decision making, and that data collection is possible and practical so that the program's progress and outcomes can be measured.</p>	<p>Yes</p>	<p>1) Develop and implement a new Performance Information Profile and Logic Model for the <u>Public Services Program</u>, establishing a comprehensive set of new indicators, results, and outputs to inform the annual Departmental Plan / Departmental Performance Report and other evaluation and accountability instruments.</p>	<p>All: April 2018</p>	<p>1) and 2) Director General, Public Services Branch</p> <p>3) and 4) Director General, Communications Branch</p>

Recommendations from Evaluation	Management Response to Recommendations	Measures to be Taken	Expected Completion Date	Responsibility
		<p>2) Public Services Branch will create and implement internal tools to centralize data gathering and reporting relating <u>Public Services Program</u> indicators and key operations.</p> <p>3) Develop and implement a new Performance Information Profile and Logic Model for the <u>Outreach and Support to Communities Program</u>, establishing a comprehensive set of new indicators, results, and outputs to inform the annual Departmental Plan / Departmental Performance Report and other evaluation and accountability instruments.</p> <p>4) Communications Branch will create and implement internal tools to centralize data gathering and reporting relating <u>Outreach and Support to Communities Program</u> indicators and key operations.</p>		
<p>3. Efforts should be made to complete the digitization of finding aids.</p>	<p>Yes</p>	<p>1) Scope requirements for the digitization of finding aids.</p> <p>2) Begin the process to secure funding.</p>	<p>1) and 2) April 2018</p>	<p>1) and 2) Director general, Preservation and Digital Operations Branch and Director General Public Services Branch</p>

Recommendations from Evaluation	Management Response to Recommendations	Measures to be Taken	Expected Completion Date	Responsibility
<p>4. To facilitate access to the collection on its website, LAC should improve the search tools found there as well as navigation.</p>	<p>Yes</p>	<p>1) Develop an integrated web search tool for streamlined access to all LAC databases.</p> <p>2) Improve LAC Website architecture and navigation.</p>	<p>1) and 2) March 2019</p>	<p>1) Director General Public Services Branch; Senior Director General and Chief Information Officer, and Director General Communications Branch</p> <p>2) Director General, Communications Branch; Director General Public Services Branch, and Senior Director General and Chief Information Officer</p>

Appendix B: Case Study #1: Access to Public Accounts of Canada

Type of case study: Low complexity - Published heritage

As stated in the mandate for the evaluation of the Access to Documentary Heritage Program (PAA 2.3), which was approved in spring 2016 by LAC's DPEC, case studies were to be the mechanism used for further evaluation of how easy it is to navigate through Reference Services; the efficiency of the services provided to clients when they make access to information and privacy requests; and the discoverability, availability and accessibility of the LAC collection.

Case studies were identified on the basis of the following criteria:

1. Coverage of the following LAC collection areas (to be selected at the time of the evaluation):
 - Government Records;
 - Private Archives; and
 - Published Heritage.

2. Complexity of the LAC collection (to be selected at the time of evaluation):
 - Simple;
 - Medium; and
 - Complex.

Taking the example of the Government of Canada's Public Accounts, this case study on published heritage is intended to illustrate the discoverability of the LAC collection and the availability and accessibility of the descriptions and the terms and conditions set out in the three LAC policy instruments, namely, the Access Policy Framework, the Policy on Making Holdings Discoverable and the Policy on Making Holdings Available.

Evaluation questions:

Performance:

- To what extent has the program improved access to documentary heritage?
- How well do clients find what they are looking for in the LAC collection?

Background:

In reviewing LAC's RPPs and DPRs for 2011-2012 to 2015-16 (the period of the Access to Documentary Heritage Program review), it was noted that the three commonly used concepts regarding access to the LAC collection (discoverability, availability and accessibility) are not clearly explained or used consistently. There are in fact frequent references in the RPPs and DPRs to LAC's desire to make the entire collection accessible. That commitment in itself is understandable, but it is not easy to achieve. In fact, a certain portion of LAC's collection is not accessible, as LAC must comply with policies and with administrative or statutory restrictions, with respect to copyrighted materials in particular. The Access Policy Framework indicates that LAC takes into account the legislation, regulations and policies in place within the Government of Canada and the organization. It further states that, in certain circumstances,

the legal and political environment in which LAC exists will temporarily delay access to LAC's documentary heritage holdings or will limit options in that regard.

As discussed below, we expected that it would be easy to find the Government of Canada's Public Accounts on the LAC website. Our experience in this case study demonstrates that the situation is more complex.

Methodology

As mentioned earlier, the concepts of discoverability, availability and accessibility will be defined first. Access mechanisms will then be illustrated in relation to those three concepts, using the example of the Government of Canada Public Accounts. The first step will entail finding this publication on the LAC website. The next step will be to see whether the Public Accounts are available and, finally, whether they are accessible, online or otherwise. The conclusion will present the associated challenges, observations and findings.

The Public Accounts of Canada are prepared annually by the Receiver General, as required under section 64 of the *Financial Administration Act*, and they present the Government of Canada's financial transactions. This publication is acquired by LAC under the Legal Deposit Regulations.

For this case study, the evaluation team acted as any external client would to conduct a search. No contact was made with and no advice was sought from a staff member at LAC.

Definitions and descriptions

Definitions of the three concepts used in this case study are presented below.

Discoverability

Documentary heritage and other information sources can be discoverable when it is possible to establish their existence, description, location and availability. (Library and Archives Canada, Policy on Making Holdings Discoverable, December 9, 2013)

The Policy on Making Holdings Discoverable (2013) is part of the Access Policy Framework (2016). Activities relating to discoverability are the first ones to be carried out so that anyone can identify a document, photo or other item in the LAC collection. The preparation of a description (descriptive metadata) is the essential tool for discoverability. Items become discoverable when a first-level description is created in an LAC system (such as Amicus or MIKAN)⁶⁴ at the time of acquisition.

The description created at that time is helpful to LAC employees in locating items in the collection. A description as well as the creation of search instruments and indexing are essential in order for items in the collection to be found. This work requires resources and time; depending on the size and complexity of the materials acquired and the number of resources dedicated to processing, it can take several weeks or even months. Archivists and librarians also adhere to national and international standards for descriptions, cataloguing and the arrangement of archival holdings. Such standards were

⁶⁴ LAC's Amicus system is used to look for published documents, and the MIKAN system is used to search for items in the archival holdings.

first developed to facilitate management of the collection, but they are not always easy for people who do not work in archival or library science to understand. The average Canadian could easily become lost in the descriptions and in the structure of the holdings in particular.

Availability

Documentary heritage and other information sources are available if they are not subject to any legal or political constraints and if users are able to consult them. (Library and Archives Canada, Policy on Making Holdings Available, June 9, 2014)

As with the above-mentioned policy, the Policy on Making Holdings Available (2013) falls under the Access Policy Framework. Although LAC must ensure that the entire collection is discoverable, it is not possible for the organization to make its entire collection available. LAC must comply with various statutes, regulations and restrictions on access to its collection, including the *Privacy Act*, the *Access to Information Act*, the Policy on Copyright Management and the agreements with donors of private archives. Similarly, records of federal institutions may entail certain access restrictions.

That said, in recent years an effort has been initiated to reduce access restrictions through such initiatives as Open Government, the aim of which is to make government records open by default. Otherwise, a date on which restrictions are to be lifted should be identified as soon as an acquisition is made in order to make the records available. Block review of government records involves evaluating a set of restricted documents with a view to making them available. Through block review, it was possible to process 9 million pages of historical government documents and make them available between 2011–12 and 2013–14 (2013-14 DPR).

Accessibility

Documentary heritage and other sources of information are accessible if physical, technological and geographic barriers to obtaining content are removed and if they can be used by as many people as possible. (Library and Archives Canada, Access Policy Framework, August 30, 2011)

As noted above, there are a number of barriers to accessing the LAC collection. Accessibility of the online collection is strongly desired or is quite simply necessary for individuals living outside the National Capital Region. To consult documents in analog format, clients must travel to 395 Wellington Street in Ottawa. To address this constraint, in recent years LAC has implemented a digitization plan based on topics of interest to clients, such as military heritage and indigenous issues. LAC has also implemented a digitization plan in collaboration with partners and has successfully completed the digitization of a large number of documents, photographs, films and documentaries.

Data collection

Below are all the steps that the evaluation team completed in order to access the Government of Canada's Public Accounts.

Step 1: Searching on the LAC website

The data collection first consisted of finding the documents. Using the “Search All” menu on the LAC website, the term “Public Accounts of Canada” was entered, along with the term “Les comptes publics du Canada”. The “Discover the Collection” menu was also explored, and there were searches by “Topic” and by “Type” and using the A-Z Index. This search found 277 items in French and 2,199 items in English. Even when the “Sort” feature was used, a number of pages had to be explored before a document that seemed to be the desired document was found. At that stage of the evaluation, having only the title and some other basic information found on the LAC website was not enough to say whether the document was relevant.

Even when a specific year was added to the search on the LAC website, the results did not provide direct links to documents, or they provided links that were not working. Therefore, searching on the LAC website was a long and complex process. A number of pages had to be sorted before the evaluation team could access what it was looking for and before the Government of Canada Public Accounts could be found.

Step 2: Searching outside the LAC website

The evaluation team conducted another test to see whether it was possible to access the Public Accounts of Canada more easily. From the LAC website, clicking on the “Electronic locations” link leads to an external *Internet Archives* platform, the Public Services and Procurement Canada (PSPC) site and the Receiver General for Canada site. On the latter site it was possible to locate the last available report (2015) for the Public Accounts of Canada. The site then refers to the Government of Canada’s Open Data portal and to Library and Archives Canada for reports produced between 1995 and 2014. By following this link, it was possible to find the reports archived on the LAC website via a system called Amicus, which is used to search for published documents (Amicus Nos. 16986958 and 16987016).

It was therefore possible to locate and access the archived reports (from 1995 to 2014) of the Public Accounts of Canada on the LAC website, but by going through an external site. As mentioned, some descriptions bring the client to external platforms such as **Archive.org** (e.g.: Amicus 7007032).

Step 3: Other search possibilities that were tested

Another way to find the Government of Canada Public Accounts was to use the general Government of Canada site at canada.ca. Once on this site, it was necessary to click on “Departments and agencies” to find the TBS site. The subject “Public finances” could then be found. Clicking on “Public finances” takes the user to the “Reporting of government spending” link and ultimately the “Public Accounts of Canada” link. Ultimately it was possible to find the following: *The Public Accounts of Canada for previous years (starting with 1995) are available in a PDF format and in HTML format since 2012 from the Library and Archives Canada*. In clicking on this link it is possible to find the Public Accounts of Canada archived (from 1995 to 2014) on the LAC website. However, there is an assumption that the client knows the information is available on the TBS site in order to proceed in this way.

The quickest and most efficient method remains the use of a search engine such as Google for published documents. This would have immediately yielded, as the first search result, the link to the Receiver General site, which presents all relevant links to the Public Accounts of Canada. All of these sites lead to the LAC website for archived documents between the years 1995 and 2014.

Conclusion

The description with the relevant links can be found in the list of search results on the LAC website, but the steps needed to sort and find the correct result take time. Access to the documents required sorting a large number of results obtained on the LAC website. In addition, the lack of detail in the descriptions made research more complicated. Moreover, some item titles were confusing, as the title indicated "electronic" or "online" but the link was either missing or not working. It was therefore possible to find and access the most recent report available (2015) for the Public Accounts of Canada on the PSPC, Receiver General for Canada or TBS websites. It was also possible to find the Public Accounts of Canada reports archived on the LAC website, but it was first necessary to go through an external platform and then follow the links to access the documents. A client who was not persistent could have given up on searching the LAC website and then chosen to use a search engine such as Google.

Challenges

As mentioned, it was difficult to find the Government of Canada Public Accounts archived on the LAC website. For archived documents, such as the Public Accounts of Canada prior to 2015, the above-mentioned sites lead us to the LAC website. This case study therefore demonstrates the importance of having a detailed and complete description in order to make documents on the LAC website easier to find and access without having to search on external sites. Without a detailed and complete description, clients may find it difficult to find precisely what they are looking for, as there may be a large number of search results. In this case, the descriptions did not make it easy to find the document being looked for.

Observations

While LAC is focusing on increasing the accessibility of its collection, it would be advised to better explain the concepts of availability and accessibility to its clients, partners and employees. The terms used in the RPPs and DPRs and in business plans may be confusing. In fact, those documents should not suggest that the entire LAC collection will eventually be accessible; the limits to access should be clearly presented and the appropriate terms (discoverable, available and accessible) should be used and explained.

Findings

To what extent has the program improved access to documentary heritage?

In the case of the study on the Public Accounts, an improvement in access through the LAC website could not be established.

How well do clients find what they are looking for in the LAC collection?

Access to government publications takes time, and searching on the LAC website is a long process. It is quicker and easier to go through external sites such as PSPC, Receiver General of Canada or TBS sites and to use a search engine such as Google to find archived documents from the Public Accounts of Canada even if they send the client back to the LAC site.

Appendix C: Case Study #2: Access to Records on the Ground-Breaking Ceremony for the St. Lawrence Seaway on June 25, 1959

Type of case study: High complexity - Government record

As stated in the mandate for the evaluation of the Access to Documentary Heritage Program (PAA 2.3), which was approved in spring 2016 by LAC's DPEC, case studies were to be the mechanism used for further evaluation of how easy it is to navigate through Reference Services; the efficiency of the services provided to clients when they make access to information and privacy requests; and the discoverability, availability and accessibility of the LAC collection.

Case studies were identified on the basis of the following criteria:

1. Coverage of the following LAC collection areas (to be selected at the time of the evaluation):
 - Government records;
 - Private archives; and
 - Published heritage.

2. Complexity of the LAC collection (to be selected at the time of the evaluation):
 - Simple;
 - Medium; and
 - Complex.

For the choice of case study #2, which involves a government record, the following additional criteria were developed: (1) a government record that did not relate to a topic of current interest, such as World War I; (2) a file that dated back more than 25 but not more than 100 years, to ensure that the documents had been transferred to LAC; (3) a file that was sufficiently diverse, with documents, photos and sound, video and documentary recordings; (4) an event that was important to Canada; and (5) a file containing restricted-access documents. The ground-breaking ceremony for the St. Lawrence Seaway met all of those criteria.

The purpose of this case study is thus to illustrate the extent to which Government of Canada records are discoverable, available and accessible. In particular, this case study covers the issue of the ease of use and effectiveness of LAC's reference services and looks at the way that requests are made under the *Access to Information Act*.

Evaluation questions

Performance:

- To what extent has the program improved access to documentary heritage?
- Is it easy for a client to use the services offered by Reference Services?
- How effective are the services offered to clients under the *Access to Information Act*?
- To what extent is it possible for clients to find what they are looking for in the LAC collection?
- To what extent do clients find what they are looking for in the LAC collection?

Background

The ground-breaking ceremony for the St. Lawrence Seaway is an important historical event for Canada. It took place on June 25, 1959, and was attended by the Prime Minister of Canada, the Right Honourable John Diefenbaker, U.S. President Dwight D. Eisenhower and Queen Elizabeth II of England.

Methodology

This case study involved determining whether government records can be found and accessed easily. The first step would be to find and attempt to access documents on the LAC website. If the documents were available but not accessible online, they could be consulted on site at Reference Services, located at 395 Wellington Street in Ottawa. For restricted documents, an access to information request would be prepared to assess how the services are working and to validate whether those services are effective and whether the requested information is provided in accordance with the terms and conditions of the *Access to Information Act*.

This research was done by presenting ourselves as outside persons interested in researching a particular topic. Data collection took place in a number of stages. The case study was to highlight the challenges encountered and the observations and findings that came out of it.

Data collection

Step 1: LAC website

Online research was done by limiting the search to government records and excluding private publications and archives. A search using "Discover the Collection", "Search Online" and "Search All" was performed by typing in the words "Inauguration de la Voie maritime du Saint-Laurent" [Ground-breaking ceremony for the St. Lawrence Seaway]. A list of relevant documents was found through this search. The results were sorted by the team of evaluators and a list of records that seemed relevant to the search theme was prepared. At that stage of the research, it was not possible to determine whether the documents were relevant from only the title and some other basic information. A search on the website turned up a number of items related to the opening of the St. Lawrence Seaway. However, some of the results did not pertain to the June 1959 opening ceremony even though the search was done using the key words "ceremony" and "opening of the St. Lawrence Seaway". Further analysis was required. In addition, the English and French searches did not yield the same results. The research on the LAC website turned up 24 government archive items. When duplicates or irrelevant items were deleted, seven potentially interesting items remained. Of those seven items, only the photos were accessible online.

The evaluation team also found that, although the records pertaining to the opening of the St. Lawrence Seaway dated back to June 1959, a number of them were still restricted under the *Access to Information Act*. Two open files were found:

- "St. Lawrence Seaway Authority (Canada) (*graphic material*), 1955-1972. (R1195-O-X-E)", which contained 808 photographs and 16 postcards.
- "Water Resources and Development - St. Lawrence Water and Power Project - Ground Breaking Ceremonies for Seaway Project (1953-1959)".

The other five files were restricted under the *Access to Information Act*. It was noted that the restrictions varied. For four of those files, there was the following notation: “*Warning: Descriptive record is in process. These materials may not yet be available for consultation.*”

Step 2: LAC Reference Services at 395 Wellington, Ottawa

A user card was obtained by completing the electronic form and contacting Reference Services directly. The card was used to request an appointment at Reference Services by completing a form on the website. Reference Services offered two appointments, one with an archivist and one with a librarian. Both meetings provided an opportunity to learn more about the research topic. The professionals did some research in advance and answered the questions. They provided quick service of excellent quality. The appointment with the archivist provided an opportunity to learn about the finding aids. When a file contains a large number of items, a finding aid may have been created to help clients find what they are looking for. Through the finding aid, clients can order the articles they are interested in consulting. For example, the "The St. Lawrence Seaway Authority fonds [multiple media], 1817-1996" item found on the LAC website contains 46.65 metres of textual records, 3,830 technical drawings, 864 maps and other cartographic materials, 295 architectural drawings and 807 photographs. Therefore, finding aids are essential to locating relevant material in large archival holdings, as with the records found for this case study. However, not many of these finding aids are digitized and accessible online. They are primarily paper-based and therefore can be accessed only on site through Reference Services. This is a significant barrier to access for clients who do not reside in the National Capital Region.

An appointment with a librarian also took place. She did some research prior to our visit and provided a list of 13 books relevant to the opening ceremony for the St. Lawrence Seaway. Because these were not government records, they were not added to the elements evaluated in this case study.

A second visit to Reference Services was required to learn more about the finding aids and to order the material to be consulted. Files that are "open" can be ordered either online or on site at 395 Wellington Street in Ottawa by filling out a paper form (archival request form). Three boxes were ordered (RG 52, Volumes 173, 174 and 175; MIKAN No. 3807514). They had been previously identified with the archivist's assistance. A request was submitted to the employee responsible for ordering. Two of the three boxes could be ordered, but Box 175 could not. The employee was unable to provide the specific reasons but suggested that the material could be undergoing processing or that there were restrictions on access.

Step 3: Return to Reference Services

A third visit was made to Reference Services to consult the materials that had been ordered and to validate the process for submitting a request under the *Access to Information Act*. The finding aids were consulted in order to locate the information on the “Dossiers de référence se rapportant aux cérémonies d'ouverture officielle (document textuel), 1955-1964”. One finding aid in particular was interesting: paper finding aid 52-2. It was difficult to physically locate this finding aid, but it was possible to find it. In the 52-2 finding aid, volume 5 was found, and it contained 12 documents that appeared interesting for the research. Again, at this stage of the research, having only the title of the documents made it difficult to say whether they were relevant to our case study. Unfortunately, no file number or information regarding access to the documents in question was available in the finding aid.

A visit to the Reference Services reception desk was made with the list of 12 documents to seek assistance in finding the file numbers. The person at the reception desk confirmed that there were none. There was a “Restrictions vary” notation on the LAC website, but the person at the reception desk did not have any information on the files available and those that were restricted. There were three possible options: 1) making a new request to the Reference Services clerk on the third floor with the titles of the 12 documents; 2) asking to meet with someone who handles *Access to Information Act* requests in order to clarify the access conditions; or 3) submitting an access to information request for all of the files. The latter option was chosen, and a formal access to information request was prepared for volume 175. Since the St. Lawrence Seaway opening ceremony was held in June 1959, we were confident that we would find some relevant documents and photos in this file (archival reference R1195-5-9-F or E; MIKAN number 164935 or 160020).

However, during this second visit to Reference Services it was possible to look at both boxes ordered during the first visit. The service was efficient in that both boxes were already available for consultation. It was possible to go to the 3rd floor of 395 Wellington Street in Ottawa to consult the two boxes. After the order card was shown, the person responsible brought the two boxes for us to look at. She asked us to put on a pair of the white gloves available on all of the tables, and then the boxes could be opened. There were photographs in the first box. A photographer had in fact taken some pictures of the St. Lawrence Seaway under construction, but most of the photos depicted the day-to-day lives of Canadians across the country. There were very few photos relating to the St. Lawrence Seaway and none of the opening ceremony. The second box was more interesting because it contained photos (808 photos, according to the item description) showing the construction of the St. Lawrence Seaway, and the Saint-Lambert locks and the Welland Canal in particular. Other photos showed Canadian and American officials involved in the construction of the St. Lawrence Seaway. However, although these photos were interesting, they were not relevant to the research. After the analysis was completed, the photos were meticulously put back into the boxes, with an attempt to follow the same order in which they had been found. The person responsible was advised that the visit was over and that the boxes could be returned to the Preservation Centre. We left the consultation room without any questions being asked. To our knowledge, the contents of the two boxes that we were returning were not checked at that point. No one checked to ensure that we were not taking any items from the boxes with us.

Step 4: Access to restricted documents

The online form for an access to information request was completed, printed and sent to 395 Wellington Street in Ottawa with a \$5.00 cheque in order to comply with the terms of the *Access to Information Act*. Four days later, confirmation of receipt was received. This confirmation indicated that a response to the access to information request would be received within 30 days.

Less than 30 days later a CD containing the 12 documents ordered under the *Access to Information Act* was in fact received. These 12 documents were very relevant, as they pertained to various aspects of the opening ceremony for the St. Lawrence Seaway: the Queen's ship, the Britannia, and all of the logistics pertaining to the ship; the minutes of various planning meetings for the opening ceremony; the RCMP's involvement in the opening ceremony as well as the Queen's travel elsewhere in Quebec and in the rest of Canada; the involvement of National Defence, including the Royal Canadian Air Force, in the opening ceremony; different versions of the highly detailed agenda for the opening ceremony; the hosting of U.S. dignitaries, including the U.S. President; and many other useful documents on that day.

Conclusion

In conclusion, it was possible to identify a number of items pertaining to the opening ceremony for the St. Lawrence Seaway, although certain items that were either duplicates or not relevant had to be rejected. Some photos were available online but other types of documents, such as textual records, maps and technical drawings, were not. They were available for consultation through Reference Services, with the exception of certain items that were restricted. However, it may be difficult to identify what is restricted as opposed to what is available on the LAC website. A finding aid is useful to help determine which of the group of documents is relevant, but not all finding aids are online and those that we consulted had not been updated. Nevertheless, Reference Services provided access to more documentation and other information, such as books we had not identified during the initial research. Since it is not always possible to know what is open or restricted, an access to information request had to be completed, adding an additional step before the documents could be accessed. If that information had been available on the LAC website or in the finding aid, it would have been possible to consult them directly by requesting them from Reference Services.

It should be noted that, as a result of our research on the ground-breaking ceremony for the St. Lawrence Seaway, the access service determined that the records requested under the *Access to Information Act* no longer had any access restrictions. LAC therefore updated the information on the LAC website, and in early January 2017 the site indicated that these documents were open. Therefore, if another client wants to see these documents it will be possible to do so without going through the *Access to Information Act*. Finally, it appears that monitoring should be in place to minimize the risk of loss or theft of pieces of the LAC collection when clients consult documents on site in Ottawa.

It therefore appeared that it may be difficult to locate government records with only a title and a primary description. However, once a document with no access restrictions has been located, it is available. If the document has been digitized, it can then be accessible online.

Challenges

Research such as this presents is a challenge for clients who are not familiar with the LAC website. Clients need to identify what they are looking for in order to select the proper items displayed in the search results. Clients need to think about searching in French and English, because the results are not the same. In addition, it is necessary to go to Reference Services, in many cases several times, and to be able to use the finding aids, as many are analog (paper format) and are therefore not accessible for online consultation.

Observation

Conducting a search in the LAC collection is much easier when there are finding aids, such as finding aid 52-2, which contains a typed list of files pertaining to the opening of the St. Lawrence Seaway. Since not all finding aids are digitized, clients from outside the National Capital Region are unable to consult them easily unless they plan to travel. These finding aids are also difficult to understand without the help of professionals and they do not provide certain pieces of relevant information, such as the file number, creating a degree of frustration for clients. Furthermore, they do not indicate whether the file is open or closed (restricted). Such information would be helpful in avoiding the need to file a request under the *Access to Information Act*.

The following specific list of observations is provided for consideration:

- Finding aids are primarily paper-based and are available for on-site use only. Those that we consulted were in paper format, which meant they were not accessible online and did not provide any information regarding access conditions.
- The templates for the finding aids are very different from one another; they are not standardized, which does not make them easier to understand.
- A lack of information regarding access conditions may lead clients to submit access to information requests when documents are open. Clear identification of access conditions and an indication of the date on which a restricted document will become available would provide quicker access to documents for clients.
- During on-site visits, we did not notice any specific monitoring to prevent the loss or theft of material from the LAC collection.

Findings

To what extent has the program improved access to documentary heritage?

This case study shows that it is possible to access information on topics as specific as the St. Lawrence Seaway opening ceremony on June 25, 1959. However, a current and comprehensive finding aid would have facilitated the search in LAC's documentary heritage.

Is it easy for a client to use the services offered by Reference Services?

The experience with this case study demonstrates that Reference Services provides fast, efficient and high-quality service with regard to obtaining an access card or meeting with archivists or librarians.

How effective are the services offered to clients under the *Access to Information Act*?

Through this case study it was possible to evaluate the services under the *Access to Information Act*. The online request was simple to complete. An acknowledgement of receipt as well as the documents that had been requested were received within the service standards mentioned on the LAC website.

How possible is it for clients to find what they looking for in the LAC collection?

It may be difficult to interpret the results obtained through a search on the LAC website. The title of a document and a summary description of the document do not actually indicate whether a particular document is relevant. In many cases, documents are not relevant or are duplicates. Moreover, the website does not suggest that clients conduct their research in both of Canada's official languages in order to obtain more results. Finding aids are useful and can help identify what clients are looking for as long as they are aware that these aids are available.

To what extent do clients find what they are looking for in the LAC collection?

This case study shows that making a search, even on a specific topic, presents challenges for a client who is unfamiliar with the LAC website. It is necessary to clearly identify the subject of the search in order to select the correct items to be displayed in the search results, and to think of searching in both French and English. In addition, it is necessary to go to Reference Services located in Ottawa to be able to view the available documents and use the finding aids, as many are analog (paper) and therefore not accessible for online consultation.

Appendix D: Case Study #3: Access to the Burton Cummings Fonds

Type of case study: Average complexity – Private archives

As stated in the mandate for the evaluation of the Access to Documentary Heritage Program (PAA 2.3), which was approved in spring 2016 by LAC's DPEC, case studies were to be the mechanism used for further evaluation of how easy it is to navigate through Reference Services; the efficiency of the services provided to clients when they make access to information and privacy requests; and the discoverability, availability and accessibility of the LAC collection.

Case studies were identified on the basis of the following criteria:

1. Coverage of the following LAC collection areas (to be selected at the time of the evaluation):
 - Government records;
 - Private archives; and
 - Published heritage.
2. Complexity of the LAC collection (to be selected at the time of the evaluation):
 - Simple;
 - Medium; and
 - Complex.

This case study covers private archives and is designed to illustrate how easy it is to find private archives held by LAC and how available and accessible they are on line. The study focuses on the comprehensiveness of descriptions and how they are used. Description is an activity that LAC has been wanting to improve for a number of years.⁶⁵ This case study will make it a focus of special attention so that it can be determined whether description facilitates research and access to the private archives collection.

Evaluation questions:

Performance

- How possible is it for clients to find what they are looking for in the LAC collection?
- How well do clients find what they are looking for in the LAC collection?

Background:

As there were many possible research topics, a list of criteria was drawn up to select the purpose of this case study. The topic that was chosen was not the focus of special attention at LAC or a matter of current interest. An individual was selected at random from the list of the top 100 Canadian personalities prepared by the CBC/Radio-Canada television network in 2004. This case study deals with documentation related to Burton Cummings, a major Canadian musical personality who played an important role in Canada.

⁶⁵ Library and Archives Canada, RPPs, 2011–2012 to 2015–2016.

For illustrative purposes, this private archive search is not exhaustive or representative of all searches that can be made on the LAC website. Nevertheless, it illustrates the process a client might go through in a similar search of LAC's private archives.

Methodology

This case study began with an exploration of the LAC website. Different sections of the website, such as "Browse by Type", "Browse by Topic" and "Search All" were explored in order to find the documentation relating to Burton Cummings. The description was carefully reviewed to determine whether the description made it easier to search and whether it could be used to pinpoint what was being looked for on the LAC website. Following those searches, the evaluators sorted and analyzed the results to identify the relevant elements. Availability and online access of the items in question were then validated.

The conclusions with regard to searching private archives will illustrate the level of complexity of a search on the LAC website. Other observations and findings pertain to the completeness of the descriptions, the relevance of the results obtained and the online accessibility of the private archives in this case.

For this case study, the evaluation team acted as any external client would to conduct a search. No contact was made with and no advice was sought from a staff member at LAC.

Data collection

The data collection first entailed finding documents on the LAC website. Different searches were carried out, using "Search All", "Discover the Collection", "Navigate by Topic" and "Navigate by Type" as well as in the "Portrait Portal" under "Burton Cummings". A search was also made on the various social media used by LAC, such as Facebook, Twitter, Flickr and blogs.

Step 1: Exploration

Using the "Search All" function on the LAC website, it was possible to find 183 library items and 49 archival items (including 30 images). Of the 49 archival items, 47 were from private holdings and two were government records. For the purposes of this case study, it was more important to focus on the 47 items from private holdings. Of those 47 items, 30 were photographs and were accessible online. Two items were identified as restricted access. A fairly high level of duplication of the same items with French and English descriptions was discovered. In the end, the number of archival items that were found was 29 and not 47. In four cases, the search results indicated that the documents were open. For the others, consultation of the detailed sheets revealed that access varied depending on the item (open, closed for processing, restricted or "Restrictions vary"). Clicking on the links for the items that were open showed that they were available but not accessible online. To consult them, it was necessary to submit a request to Reference Services at 395 Wellington Street in Ottawa.

Aside from the title and the brief description, this initial exploration found that there was not much information to assess the relevance of the items found. A detailed and comprehensive description would have helped identify the desired items more quickly.

Step 2: Discover the Collection

A search in the “Discover the Collection” section turned up a very large number of links on the LAC website as well as a number of repetitions of the same links (type, topic, index) that increased the chances of achieving results. However, it did make searching cumbersome, as it was necessary to carefully examine each link to determine whether it met the search criteria. Sometimes the link title was not sufficient: it was necessary to go on to the next page to determine whether the link was relevant. Even if the “Sort” feature was used, it was necessary to explore several pages before the desired document could finally be identified. Again, a more detailed description would have indicated whether the links obtained from the search were relevant.

Step 3: Search by Type

By performing a search by type, it was possible to find the "Music Archives at the National Library of Canada: A Guide (1994, 2003) - and photos, archived", but this search did not yield any relevant results. Similarly, from the “Discover the Collection” menu, it was possible to arrive at “Dictionary of Canadian Biography Online”, which is a link to an external research platform. However, accessing this link did not turn up any available information on Burton Cummings.

Step 4: Available biographies

A search in “Available biographies” did not yield any results for Burton Cummings. However, 583 results were obtained from the “Music, Films, Videos and Sound Recordings” section. These were mostly interviews by the artist with various media. All of the items, without exception, had an ISBN, meaning they were published documentary heritage, which was not covered by this case study. Also, in the Portraits Portal there were links to 14 photographs that were accessible online.

Step 5: Social media

A search of LAC social media (Flickr, Facebook, Twitter and blog) did not produce any information about Burton Cummings.

Step 6: Google

Finally, using the Google search engine it was possible to find a personal profile of Burton Cummings on the LAC web site, with 14 links to online archival items. Despite the earlier efforts to access those items through the LAC Portraits Portal, it was not possible to do so. The only way to access them was through Google. The following message to the public on the Portrait Portal page came up when it was accessed through Google: *“As part of its Modernization, Library and Archives Canada has decided to post as much material as possible online. Given that this material has been acquired and described over several decades, there is a likelihood that some descriptions could be incomplete in light of the large scale of the collection and the wide range of sources. Any contributions that could complete our descriptions can be sent to us via email at BAC.Portraits.LAC@canada.ca.”*

Conclusion

As the case study on Burton Cummings shows, searching takes time. It was in fact necessary to go through various steps and links such as “Search All”, “Discover the Collection” and Google before achieving results. As noted above, searches using “Browse by Type” as well as “Available biographies” and “Social Media” did not produce any results. It may therefore be difficult to access relevant information, especially for someone who is new to this type of thing. Despite those difficulties, it was possible to locate items in the LAC collection relating to Burton Cummings' private archives by following the appropriate links and accessing the photos, which were available online. Other types of textual records were available but were not accessible online.

Observations

Once the research had been completed, the summary description with the links was found in a list of search results on the LAC website, but the steps for sorting and finding the correct result took time. To access the documents, it was sometimes necessary to sort a large number of search results and to try to understand descriptions that were lacking in detail. Instead of persevering with the LAC website, a client could choose to use a search engine such as Google.

Although textual records were available, they were not accessible online. To consult the documents, a client must submit a request to Reference Services, located at 395 Wellington Street in Ottawa. Documents can usually be consulted the following day as long as the person is able to go to Ottawa. For someone who does not live in Ottawa, this is not very practical.

It would be beneficial for LAC to clearly explain the concepts of “availability” and “accessibility” to clients to help them understand the search results.

Findings

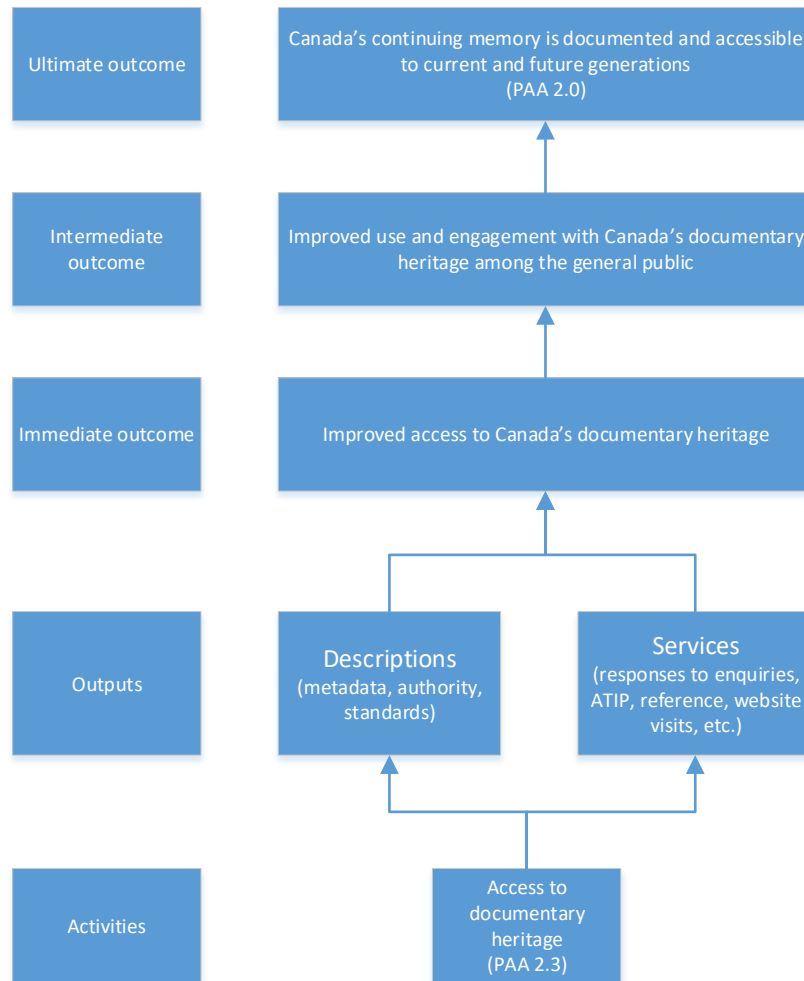
How possible is it for clients to find what they are looking for in the LAC collection?

This case study showed that it was possible to locate photos and textual records in Burton Cummings' private archives on the LAC website via the “Search All” and “Discover the Collection” functions. Photos could be accessed online. Textual records were available for on-site consultation but were not accessible online.

How well do clients find what they are looking for in the LAC collection?

This case study shows that it is possible to locate material in the private archives of the LAC collection. It also demonstrates the importance of having a detailed and complete description to facilitate the discoverability of particular items in the collection. Without such a description, it is difficult for clients to find precisely what they are looking for, as there may be a large number of search results.

Appendix E: Logic Model, Access to Documentary Heritage Program



Appendix F: LAC Priority Activities in Reports on Plans and Priorities (RPPs)

Topic	RPP 2011–2012	RPP 2012–2013	RPP 2013–2014	RPP 2014–2015	RPP 2015–2016
Descriptions	Implement a single metadata-based descriptive structure	Have better descriptions	New approach to the description of documentary heritage	Describe content as quickly and clearly as possible to facilitate discovery and access	Describe the content of a maximum number of documentary resources as quickly and as clearly as possible to facilitate discovery and access
Finding aids		Digitize finding aids		Enhance access to documentary heritage by expanding online finding aids Create and maintain digital toolkits and finding aids to facilitate discovery of documentary resources	LAC will continue to create new search tools and finding aids
Digital content and online access to the collection		Ensure that Canadians are able to discover, consult and share LAC content when, where and how they want Increase the amount of digital content available to Canadians	Expand access to collections through the implementation of a new digital services model to support clients through self-service access to content Implement a multi-year digitization strategy	Facilitate access to LAC’s documentary resources and facilitate consultation of the most popular material In conjunction with partners, LAC is leading digitization initiatives to provide Canadians with better access to its collection and increase the amount of content available online	Increase access to documentary heritage through digitization initiatives and increasing the amount of online content Maximize the amount of content accessible to LAC clients online

Topic	RPP 2011–2012	RPP 2012–2013	RPP 2013–2014	RPP 2014–2015	RPP 2015–2016
Digital content and online access to the collection (cont'd)				Continue to implement the strategy involving digitization of the most frequently requested documents	
Direct client services		Reassign employees from in-person to online services	New service model for Reference Services	Continue the renewal of LAC services so clients have access to quality services and a maximum amount of content online	Also provide in-person services geared to the needs of researchers travelling to the public spaces at 395 Wellington Street in Ottawa
Improved access	Shorten time between the acquisition of documentary resources and their access				Lift restrictions on access to documents in the LAC collection
Reprography	Change the way that documentary resources are reproduced and the way that copies are sent in favour of digital format, including requests received under the <i>Access to Information Act</i>	Implement a digital-by-default approach and digitize the most frequently requested documents	Focus on digital format as the primary channel for service delivery		
LAC visibility				Continue to organize and participate in various exhibitions and initiatives in collaboration with interested communities to help promote LAC's collection across Canada	Increase the visibility of the collection through public events held in collaboration with other memory institutions

Topic	RPP 2011–2012	RPP 2012–2013	RPP 2013–2014	RPP 2014–2015	RPP 2015–2016
LAC visibility (cont'd)				Continue to share content on social networks to maximize the number of clients reached and make the collection accessible through a wide variety of channels	Continue to share content on social networks to maximize the number of clients reached and make the collection discoverable through a wide variety of channels

Appendix G: Performance Measurement Strategy

Logic Model Element	Indicator	Definition	Data Source and Frequency	Responsible for Collecting
OUTPUTS				
Description (metadata, authorities and standards)	Number of new notices in Amicus	This output is related to basic or enhanced metadata created by LAC or its users.	Amicus database Monthly	Director General, Published Heritage
	Number of descriptions created by others and integrated into LAC corporate systems (by source)		LAC administrative data Monthly	Directors General, - Published Heritage; - Private Archives; - Government Records
Services (responses to enquiries, ATIP requests, reference, website visits, etc.)	Number of responses of various types (reference, phone calls, ATIP requests, copyright) provided by type of enquiry (LAC Performance Report) This indicator may include # of letters/emails/faxes replied to; # of in-person questions answered; # of telephone calls answered; # of formal and informal ATIP requests; and # of copyright-related enquiries received per month	These indicators include a number of outputs, such as number of responses to various enquiries ranging from basic requests for information about LAC holdings to ATIP requests, number of documents or photocopies delivered to clients in paper or digital format, number of items consulted by clients across the various service channels, amount of content made accessible to Canadians through exhibitions and loans or through digitization by LAC or its partners.	LAC administrative data Various frequencies: Monthly, quarterly and annual	Director General, Public Services
	Number of pages/images delivered to clients by type (copies, formal and informal ATIP requests) (LAC DPR)		LAC administrative data, and Performance Report Monthly (both)	Director General, Public Services
	Traffic on websites of partners such as Canadiana and Ancestry and number of queries on z39.50 protocol		LAC administrative data, and Performance Report Monthly, and agreements with partners	Director General, Public Services
	Number of unique Internet Protocol (IP) visits on LAC site per month (LAC DPR)		Reports Quarterly	Director General, Public Services

Logic Model Element	Indicator	Definition	Data Source and Frequency	Responsible for Collecting
IMMEDIATE OUTCOME				
Improved access to Canada's documentary heritage	Increase in number of titles published online	The first indicator is related to descriptions, while the second is related to services. These indicators can be defined in a number of ways: for example, enabling clients to access documentary heritage directly across	LAC administrative data, and reports based on agreements with partners Quarterly	Director General, Published Heritage
	Increase in amount of digitized material available online	one or more access channels; responding to enquiries that will facilitate future access; or providing new content in areas where clients have shown an interest. These indicators are also related to compliance with LAC standards.	LAC administrative data, and reports based on agreements with partners Quarterly	Director General, Public Services
	Proportion of published material described within the three-month performance standards for the Access Program	This indicator is related to the 2014–15 Performance Measurement Framework. Expected result: Heritage materials are described in such a way as to facilitate client research.	Statistics from AMICUS Annually	Director General, Published Heritage
	Percentage of ATIP services provided that met service standards (formal requests)	This indicator is related to the 2014–15 Performance Measurement Framework.	ATIP software Quarterly	Director General, Public Services
	Percentage of "Purchase of reproductions from photographs" services that met the service standards	Expected result: Clients are able to access the collection through LAC services.	Statistics from the Brechin group report Quarterly	Director General, Public Services

Logic Model Element	Indicator	Definition	Data Source and Frequency	Responsible for Collecting
IMMEDIATE OUTCOME (cont'd)				
	Percentage of services offered that met service standards. This indicator is related to "Purchase of photocopies"		Administrative report Quarterly	Director General, Public Services
INTERMEDIATE OUTCOME				
Improved use and engagement with Canada's documentary heritage among the general public	Increase (as a percentage) in visits to LAC's and partners' websites	This indicator contributes to improved use and engagement with Canada's documentary heritage among the general public	LAC administrative data, and reports based on agreements with LAC partners Monthly, and Performance Report	Director General, Public Services
COST-EFFECTIVENESS AND EFFICIENCY				
	Most recent cost for creating a description of a published title	2014–15 Performance Measurement Framework.	Statistics from Amicus Annually Baseline data from 2014–15	Director General, Published Heritage
	Ratio of electronic services (Internet Protocols (IP)) to traditional channels (mediated services)	This indicator is related to Public Services output.	LAC administrative data	Director General, Public Services

Appendix H: Evaluation Questions

<u>Relevance</u>	
Ongoing need for program	Do the programs and services under PAA 2.3 continue to be relevant?
	To what extent does the program continue to meet the evolving needs of clients?
Alignment with government priorities	To what extent does the PAA 2.3 align with the priorities of LAC and the Government of Canada?
Harmonization with government roles and responsibilities	Are the roles and responsibilities of the various parties involved in implementation of the program clearly defined?
<u>Performance</u> (efficiency, effectiveness and cost-effectiveness)	
Attainment of desired outcomes	Has the performance measurement strategy for the program been implemented as planned?
	Has data on outputs and outcomes been collected?
	How is the performance-related data collected under PAA 2.3 being used?
	To what extent does the data collection system provide reliable, consistent and useful performance information?
	To what degree have the expected immediate and intermediate outcomes of PAA 2.3 been achieved?
	How easy it is to navigate throughout LAC's Reference Services?
	How efficient are the ATIP services provided to clients?
	To what extent are clients able to find what they are looking for in LAC's collections?
Demonstration of efficiency and cost-effectiveness	Have other ways of achieving the expected outcomes of PAA 2.3 been considered?
	How have financial resources been invested amongst program activities and outputs?
	Are financial details available (by activity and by output)?
	Are program costs in line with the minimum needed to achieve the expected outcomes of PAA 2.3?

Appendix I: List of Acronyms and Abbreviations

ADM	Assistant Deputy Minister
DPEC	Departmental Program Evaluation Committee
DPMPEC	Departmental Performance Measurement and Program Evaluation Committee
DPR	Departmental Performance Report
FTE	Full-time equivalent
GC	Government of Canada
LAC	Library and Archives Canada
PAA	Program Alignment Architecture
RPP	Report on Plans and Priorities
TBS	Treasury Board Secretariat
TD	Toronto-Dominion Bank
TRC	Truth and Reconciliation Commission of Canada

Appendix J: Bibliography

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